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ABSTRACT

This document describes South Carolina's progress during 1991-92 toward achieving the six National Education Goals, first formulated at a meeting between the U.S. president and the 50 state governors in September, 1989. The goals, which are listed at the beginning of this report, are targeted respectively at: (1) school readiness; (2) school completion; (3) student achievement and citizenship; (4) science and math attainment second to none; (5) adult literacy and lifelong learning; and (6) safe, disciplined, and drug-free schools. Each chapter presents the following information related to each national goal: (1) South Carolina's performance toward that goal; (2) factors that influence the state's progress; (3) an overview of the current service-delivery system; (4) an analysis of the current services' effectiveness; and (5) recommendations for action. Findings indicate that far too many children in South Carolina do not reach schools ready to learn. Ensuring school readiness requires providing conditions at home, in communities, and at school, in which healthy development can occur. The overall rate of eighth-grade students earning a high-school diploma or GED is 70 percent; minority male students drop out at a slightly higher rate than nonminority males. Disparities in academic achievement exist according to race and gender. In regard to science and mathematics lack of agreement on what all students need to know plus a shortage of teachers trained in these fields constitute two major problems. Findings also indicate that enrollment in adult-education programs has increased since 1990-91. Finally, the reported incidence of alcohol and other drug use among the state's school-age population is, overall, significantly below national indicators. A total of 80 figures and lists of contributing agency heads and South Carolina Education Goals Panel members are included. The appendix contains a copy of the governor's executive order to create the Education Goals Panel. A separately-published 7-page "Executive Summary" has been appended. (LMI)

ED 366 043

Reaching for Higher Standards: 1992

South Carolina Reports on Progress Toward the National Education Goals

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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October 1992

Carroll A. Campbell, Jr.
Governor

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THE NATIONAL EDUCATION GOALS

Readiness

Goal 1: By the year 2000, all children In America will start school ready to learn.

School Completion

Goal 2: By the year 2000, the high school graduation rate will increase to at least 90 percent.

Student Achievement and Citizenship

Goal 3: By the year 2000, American students will leave grades four, eight and twelve having demonstrated competency over challenging subject matter including English, mathematics, science, history, and geography, and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.

Science and Mathematics

Goal 4: By the year 2000, U.S. students will be first in the world in science and mathematics achievement.

Adult Literacy and Lifelong Learning

Goal 5: By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

Safe, Disciplined, and Drug-Free Schools

Goal 6: By the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

CARROLL A. CAMPBELL, JR.
GOVERNOR

State of South Carolina
Office of the Governor

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FOREWORD

The National Education Goals present a clear challenge for South Carolina. On the one hand, we know that the goals will be difficult for all states to achieve, and perhaps most difficult for states such as South Carolina where poverty and widespread illiteracy have historically limited the hopes of too many of our citizens. On the other hand, we also know that achieving these goals is an absolute economic imperative if we hope to be able to compete with other states and nations. In the 21st century, South Carolina will stand or fall on the quality of the skills possessed by its workforce and its citizenry. The time to be building our future is now.

We also know that the 1990's, both nationally and at the state level, are likely to be a time of limited growth in new revenues. **In our efforts to achieve the National Education Goals, our prospects for success rest on our ability to do better what we do now** -- in other words, to redirect our *existing* resources to those programs and services that are likely to have the most direct impact on the problems we want to solve. In the years from now until 2000, we must seek new ways to budget, to set policy, and to implement programs, that explicitly encourage the targeting of existing dollars to meet these goals, and the best use of resources to get maximum results for each dollar spent.

That aim requires that we build for the state the capability to define the results we want; identify the strategies most likely to get us there; and then evaluate the success of our efforts. For the most part that capability does not now exist. The National Education Goals offer us an important opportunity to create it.

By defining the bottom-line results we want, the goals process of which this document is a part helps us to examine our efforts first and foremost in terms of *outcomes* (such as the skills levels attained by our students). It also enables us to compare those outcomes against *input measures* (such as the content of the programs in which our students are enrolled). **Both kinds of indicators are important ways of measuring the effectiveness of what we do. But it is clear that South Carolina has a long way to go to be able to provide really useful information on either score.**

With regard to the measurement of outcomes, for example, we have only second-best measures for Goals 1, 3 and 4; the assessments we currently use to evaluate students' readiness, and to test their skills, are widely regarded as giving only a narrow picture of students' real abilities and potential. For Goal 5, we have virtually no meaningful outcome data at all; as is true of the rest of the nation, we have not yet defined either the competencies that we expect our students to possess when they exit college, or the skills that we expect a "literate" adult to have.

As a result, we have extensive information on the numbers of students enrolled on our college campuses and the numbers of individuals participating in various literacy-related programs. **But for the moment, we have absolutely no information to tell us which of the various skills taught are really most important for a citizen who hopes to achieve full, productive participation in today's workplace and society. Nor do we have any means of knowing how many of our citizens have achieved those skills.**

Certainly, some excellent work has been undertaken in-state to provide better information in these areas. For elementary and secondary education, the new curriculum frameworks will help the state define what its students should know and be able to do; over time, new assessments can be developed to conform to those frameworks. In the area of higher education, the South Carolina Higher Education Assessment Network has done some cutting-edge work to define (on an institution-by-institution basis) the competencies appropriate both to general education programs, and to individual majors. **Those efforts should be continued and supported, and similar work should be undertaken to sharpen our understanding of the skills that basic and workplace literacy programs should produce.**

With regard to our ability to take a clear look at inputs -- the programs, personnel and dollars available to help us achieve the results we want -- it is equally true that South Carolina has much work to do. This document represents an attempt -- only partially successful -- to define, for each goal, what an "effective" program is, and to measure our current service delivery against that standard.

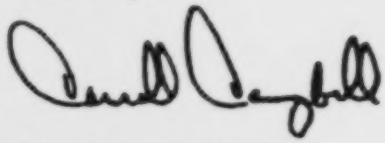
Some instructive examples of this kind of analysis are found in Chapter Six, where a forceful argument is made that programs aimed at preventing irresponsible teen behavior *must* identify and address the family and other factors that cause that behavior, and should be evaluated based on the extent to which they do so. This is useful guidance for policy and program planners and the state should seek such guidance in each of the areas covered by the goals.

In the meantime, many critical questions go unaddressed. To what extent is the content of our publicly-funded day care programs appropriately aligned with the goal of readiness for school? Which of the many different methods used to teach adults literacy skills are most effective in helping them acquire the competencies they

need to have? Are the instruction and coursework offered on our college campuses of a kind and quality calculated to prepare our students for the demands of 21st-century life? In short: are we doing the things we need to do to give our citizens the best possible chance to succeed, at school, at home and at work? **For now, the answers are simple: we don't know.**

Clearly, South Carolina will have to expend some effort to create a planning, budgeting, and program evaluation system that accurately targets resources to needs. But laying the groundwork for such a system must be one of our first tasks. The National Education Goals offer us an unprecedented opportunity to focus our priorities and our unstinting energies on a matter of the greatest urgency: helping every South Carolinian learn to the far limits of his or her potential. **Where such important work is concerned, we cannot afford to fail simply because we didn't have the tools we needed to succeed.**

Sincerely,



Carroll A. Campbell, Jr.
Governor

INTRODUCTION

In September 1989, at Charlottesville, Virginia, President Bush and the nation's 50 Governors reached a historic agreement on six ambitious national goals for education. The first such policy statements ever crafted for this country, the National Education Goals were designed to refocus the national education debate in two important respects.

First, the goals were deliberately designed for measurement based on student outcomes, as opposed to the inputs (dollars spent, pupils enrolled) that have traditionally been used as benchmarks for the performance of the education system. Although the goals' authors recognized that analysis of inputs would be important for purposes of strategy development at the state and local levels, they felt strongly that the national discussion should spotlight bottom line results. **Second, the goals were intended to draw the nation's attention to education not solely as an activity conducted within school walls for the benefit of school-age children, but rather as an enterprise on which we all embark at birth and which continues for the length of our lives.** Because they view education from a comprehensive and lifelong perspective, the National Education Goals address many areas -- pre-natal health, child nutrition, work place skills requirements -- that are not traditionally considered education issues, but that nevertheless have an important bearing on educational success.

To track the nation's progress in meeting the goals, the Governors and President established the National Education Goals Panel, a fourteen-member group representing the leadership of both political parties, the executive and legislative branches, and the federal and state governments. The Panel was given a two-fold charge: to design a system of monitoring progress up to the year 2000; and to report to the nation's citizens -- on an annual basis -- what progress was being made. In addition, each Governor was asked to issue his or her own report, describing state-level efforts and progress.

This document represents the second report by the State of South Carolina to its citizens with regard to our progress toward the goals.

From Measuring Change to Making It Happen: The South Carolina Education Goals Panel

Though much effort both nationally and in South Carolina has gone into the design of outcome-based accountability systems by which to measure progress toward the goals, measurement alone is not the primary purpose -- and will not be the primary benefit -- of the national goals process. From their inception, the national goals were conceived of as a way to drive change in the education system at the state and local levels. The National Education Goals Panel fully realized that if the process produced only an accurate accounting of our failures, with no concurrent effort at improvement, its promise would be empty. The Panel therefore called upon each state to develop a comprehensive plan of action that would enable its citizens to achieve the National Education Goals.

In South Carolina, that call to action was met by the formation of a state-level counterpart to the national group. The South Carolina Education Goals Panel, created and chaired by Governor Campbell, is a powerful ten-member group consisting of state agency heads, the state's legislative leadership in education, and influential business representation.

The Panel was charged with monitoring and reporting on progress toward the national goals; establishing state goals; reviewing the scope and effectiveness of the current education and social service delivery systems to determine their capacity to help meet the goals; and identifying strategies for their achievement. As its first action, the group adopted the National Education Goals as official goals for South Carolina. Preliminary recommendations from the agency heads on the Panel, for steps to be taken to meet the goals, are included in this report and will provide a basis for development this year of an interagency policy agenda.

In keeping with the national mandate for change, *Reaching for HIgher Standards: 1992* is therefore both a report on South Carolina's progress toward the goals, and an important step toward a comprehensive plan for achieving them.

About The Report Itself

Reaching for Higher Standards: 1992 is designed to be a free-standing document; a reader who wishes either to understand the state's current status in relation to the goals, or to compare this year's data to last year's, may do so without reference to the earlier edition. In all cases, the data reported are the most recent available; where updated figures were not available, the data from last year's report are simply repeated. Because trends over time are considerably more informative than one-year changes, the intent of these reports is to build a basis for comparison over an extended period, up to the year 2000.

This year's report incorporates important data on a number of new indicators not addressed in the 1991 version, including maternal substance abuse (Goal 1); youth participation in community service activities (Goal 3); and truancy, delinquency and school-related crime (Goal 6). In addition, the report includes an extensive new analysis on teen pregnancy.

Each chapter of the report is organized in the following format:

South Carolina's Performance Against the Goal: This is outcome data, intended to illustrate, in bottom-line terms, how well or how poorly the state is performing in relation to the goal.

Factors That Influence South Carolina's Progress Toward the Goal: These are measures of the state's performance on indicators that impact outcomes. For example, parenting and family structure, child health and nutrition, and the availability of quality pre-school programming, are all factors that have a direct bearing on children's readiness for school. Only by identifying these factors, and addressing them in policy development, can the state hope to achieve the goals.

The Current Service Delivery System: This section provides an overview of the programs and services currently available that contribute to achieving the goal. It includes information on funding amounts and sources, FTE's deployed, and clients served.

Measuring the Effectiveness of Current Services: This analysis, provided in each case by the agency head assigned lead responsibility on the Goals Panel, is intended to compare current service delivery against best practice. It identifies areas of strength and weakness in the existing system, and suggests ways in which services and resources could be redirected to increase the probability of meeting the goal.

Recommendations for Action: This section lists priority actions to be taken to meet the goal, as identified by the agency head assigned lead responsibility for the chapter.

Conclusion

Reaching for Higher Standards: 1992 fulfills South Carolina's commitment to a long-term process of outcome measurement and policy change aimed at building an education system of the highest possible caliber. If our workers are to be equipped to compete with their counterparts in other nations; if our children are to grow up to be informed, inquiring, self-sufficient adults; if our families are to thrive and our society to prosper, then the education we offer our students must be second to none.

Our goal is excellence. This document stands as proof of our collective determination to achieve it.

SOURCES OF INFORMATION

Each of the agency heads serving on the South Carolina Education Goals Panel was assigned lead responsibility for producing one or more of the chapters of this report. Analyses of current service delivery and the effectiveness of current services, and recommendations for action, were presented to Governor Campbell and to the other members of the Goals Panel in a series of meetings earlier this year. Those sections of the report are based on the information provided at that time and are intended to represent the views of the contributing agency.

The chapters were assigned as follows:

Goal 1
Dr. Eugene A. Laurent
Executive Director
Health and Human Services Finance Commission

Goals 2, 3 and 4
Dr. Barbara S. Nielsen
State Superintendent of Education

Goal 5 -- Basic and Workplace Literacy
Dr. James A. Morris, Jr.
Executive Director
State Board for Technical and Comprehensive Education

Goal 5 -- Advanced Literacy
Mr. Fred Sheheen
Commissioner of Higher Education

Goal 6
Mr. Parker Evatt
Commissioner, Department of Corrections; and
Chair, Human Services Coordinating Council

In addition, numerous other individuals and agencies contributed information and expertise to this report. Most notable among those contributions were those on the three specialized areas under Goal 6. That chapter was prepared with the assistance of the Safe, Disciplined and Drug-Free Schools Committee of the Department of Corrections, and the following individuals:

Alcohol and Drug Abuse
Mr. James A. Neal
Ms. Kathleen Leopard
South Carolina Commission on Alcohol and Drug Abuse

Teen Pregnancy
Ms. Tippi Craig
Office of the Governor

Discipline, Delinquency and Violence
Mr. Ray Cavanagh
Ms. Trudi Trotti
Mr. Walter Waddell
Department of Youth Services

Mr. J. C. Ballew
State Department of Education

The Governor's Office is indebted to the leadership of the agencies listed above and to everyone who assisted with this effort.

SOUTH CAROLINA EDUCATION GOALS
PANEL MEMBERS

Governor Carroll A. Campbell, Jr.
Chairman

Dr. Barbara S. Nielsen
Vice Chair
State Superintendent of Education

Dr. James R. Morris, Jr.
Executive Director
State Board for Technical and
Comprehensive Education

Mr. Parker Evatt
Commissioner
South Carolina Department of Corrections

The Honorable Nikki Setzler
South Carolina Senate

Mr. Robert L. Selman
President
The Keenan Company/Realtors
Chairman, Business-Education Partnership
for Excellence in Education

Mr. Fred Sheheen
Commissioner
South Carolina Commission
on Higher Education

Dr. Eugene A. Laurent
Executive Director
Health and Human Services
Finance Commission

Mr. John Warren
Chairman
South Carolina State
Development Board

The Honorable David Wright
South Carolina House of
Representatives

CHAPTER ONE
SCHOOL READINESS

By the year 2000, all children in America will start school ready to learn.

Children need positive early developmental experiences to enable their further learning. A child will be ready to learn who is healthy, well-nourished, effectively parented, emotionally supported, and provided with stimulating pre-school opportunities. Children who are deprived of such developmental experiences are much more likely to fail in school.

South Carolina's children face a number of obstacles in attaining readiness for successful performance in the school setting. Barriers to readiness include poverty, inadequate maternal health and pre-natal care, teen pregnancy, lack of parenting skills, and low levels of parent education, and the limited availability of programs to address these problems.

Readiness is properly assessed on at least five dimensions:

- physical well being
- emotional maturity
- social confidence
- language richness
- general knowledge

Achieving this first goal is a necessary prerequisite to the achievement of the other five.

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

Assessed Readiness at School Entrance

Although there is no widely accepted instrument for the assessment of readiness, the major test administered to students at school entrance in the public schools of South Carolina is the Cognitive Skills Assessment Battery.

- The **Cognitive Skills Assessment Battery (CSAB)** is given to students entering the first grade in South Carolina public schools. A score of 88 out of 117 is interpreted

to mean the student is likely to be academically "ready" for first grade. The instrument includes items related to the following areas: basic information, number knowledge, information from pictures, picture comprehension, story comprehension, multiple directions, large muscle coordination, auditory memory, visual-motor coordination, sentence recall, vocabulary, visual memory, symbol discrimination, letter knowledge, visual-auditory discrimination, auditory discrimination, and response during assessment. These areas correlate roughly to three of the dimensions referred to above: physical well-being, language richness, and general knowledge.

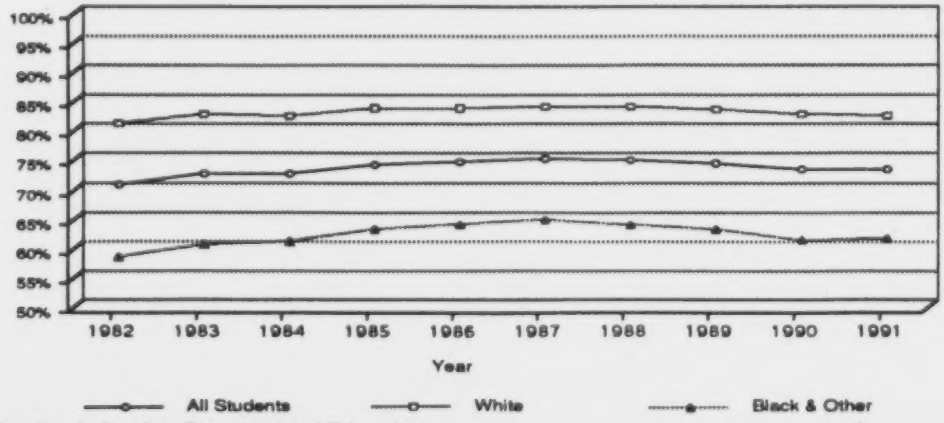
- The **DIAL-R** is an assessment instrument utilized with young children entering the four-year-old half-day child development program. It assesses three skill areas: motor skills (physical), concepts (general knowledge), and language. The results of the DIAL-R are not collected at the state level.

READINESS AREAS ADDRESSED BY SOUTH CAROLINA ASSESSMENT INSTRUMENTS

South Carolina Assessment Instruments	DIMENSIONS OF READINESS				
	Physical	Emotional	Social	Language	General Knowledge
CSAB	X			X	X
DIAL-R	X			X	X

The following graphs indicate the performance of children as readiness is assessed at school entrance. Figure 1 presents the percentages of all students classified as "ready" between 1982 and 1991.

FIGURE 1
Cognitive Skills Assessment Battery
(1982 - 1991)



SOURCE: South Carolina Department of Education

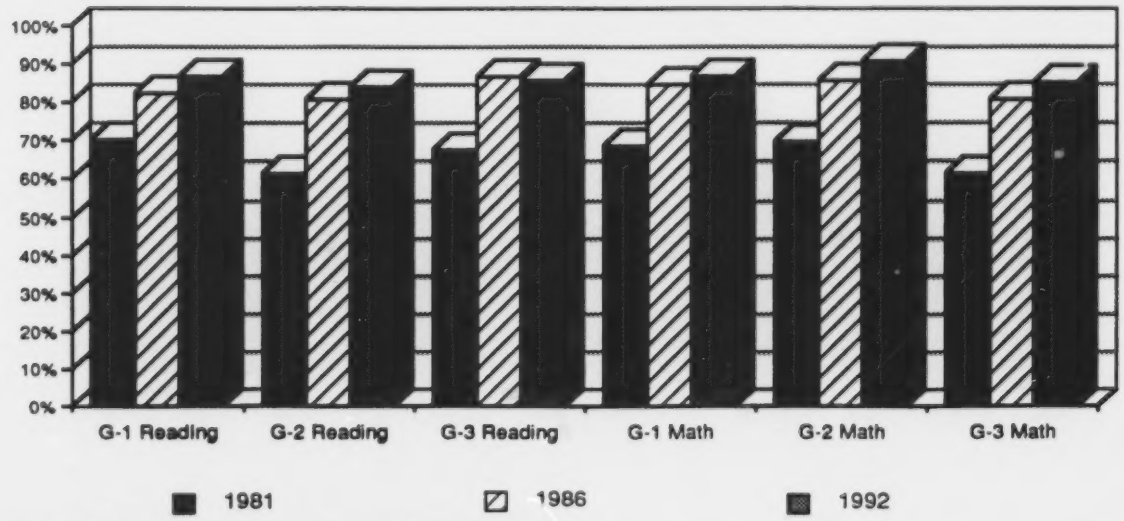
- Between 1979, when the test was first administered, and 1991, the percentage of all students classified as "ready" for the first grade increased 13 points. The percentage increased by 10.5 points for white students, and by 16.5 for black students. In 1991, 27% of all students were classified not ready.

- The Carnegie Foundation recently completed a report entitled *Ready to Learn — A Mandate for the Nation*, which included a survey of 7,000 kindergarten teachers. Those teachers reported that more than one third of the nation's children are starting school not ready to learn. For South Carolina the percentage of students reported not ready to participate successfully was 40. Furthermore, 42% of the national sample reported that fewer students are ready now than five years ago.

Assessed Readiness in School

The true test of readiness should be the student's performance in the early grades. The following data indicate an increase in the percentage of students meeting standard on state tests in grades 1-3. Simultaneously, however, retention rates, special education placements, and the number of students "overage" for grade level indicate that students are experiencing difficulties with the learning process at an early age. These indicators of poor performance may result from a failure on the part of the school to respond appropriately to a child's needs.

FIGURE 2
Percentages of Students Meeting Basic Skills Assessment Program Standards
Grades 1-3
1981 - 1992

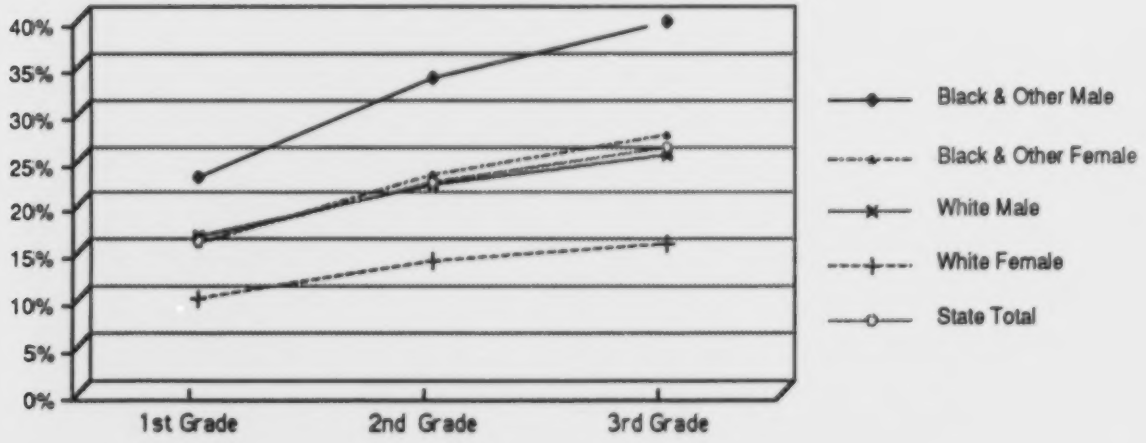


SOURCE: South Carolina Department of Education

- The Basic Skills Assessment Program (BSAP) results for the years 1981, 1986, and 1992 indicate an increase in the number of students meeting standards in reading and mathematics at grades 1, 2, and 3.

- Today, 84-90% of students meet the established basic skills standards for these grades.

FIGURE 3
Percentages of Overage* Students in Grades 1-3
1991-92

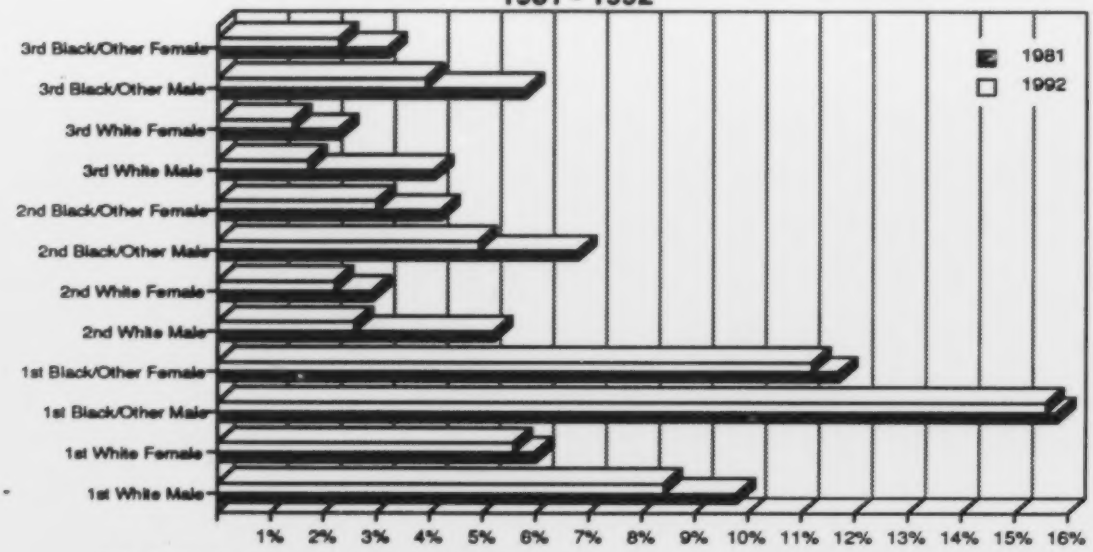


SOURCE: South Carolina Department of Education

Overage for grade is defined as a student being at least one year older than expected on the November 1 cut-off date for a school year. For example, a 1st grade student who was at least seven years old on or before November 1 would be classified as "overage." Similarly, a 9th grade student would be classified as "overage" if he or she were at least 15 years old on or before November 1.

Students who are overage for their grade are likely to have been retained in grade at some point in their school careers, so the percentage of students overage for grade provides a measure of the cumulative effects of retention practices. The data for 1991-92 indicate that approximately one-fourth of the students attending third grade may have been retained in kindergarten or in grades 1, 2, or 3. The proportion of students who are overage for their grade has declined somewhat since 1990.

FIGURE 4
Percentages of Students Repeating the Grade Tested
1981 - 1992



SOURCE: South Carolina Department of Education

- The proportion of minority students being retained increased in all grades from 1981 to 1990, (not exhibited in Figure 4) but by 1992 has decreased to 1981 levels or lower.

FIGURE 5
Children & Youth Receiving Special Education

Handicapping Condition	Age 6	Age 7	Age 8
Speech or Language Impaired	5,468	4,662	3,308
Specific Learning Disabled	262	1204	2413
Mentally Retarded	518	728	881
Seriously Emotionally Disturbed	71	148	275
Autistic	10	13	13
Orthopedically Impaired, Multi-handicapped Other Health Impaired	90	101	113
Deaf and Hard of Hearing	60	70	67
Visually Handicapped	13	30	34
Total (Sum of all above)	6,492	6,956	7,104
Number in Comparable Grades	(Grade 1) 55,368	(Grade 2) 55,615	(Grade 3) 50,928

SOURCE: State Department of Education

- In South Carolina public schools, special education programs for children with handicaps serve one in ten first graders and nearly two in ten children at some point during their school careers.

- Of pre-adolescent children with handicaps served in public schools, over 40% have speech or language impairments, over 30% are learning disabled, just under 15% have mental retardation, and 5% are seriously emotionally disturbed.

- Among children at increased risk for school learning problems and absenteeism are those with chronic illnesses or handicaps. They are vulnerable not only because of the medical aspects of the chronic disorder, but also because of secondary effects of the illness on the children's self-concept and on family functioning.

Readiness of Children and Schools at School Entrance

Children enter school affected by widely varying causal factors determining their readiness to learn. Children who have been read to, played with and interacted with in positive, healthy ways are advantaged compared with those who have not had these experiences.

The problems of less advantaged students are compounded by school practices such as the use of inappropriate measuring, labeling, and placement procedures that limit their potential to achieve success. The relatively high rates of retention-in-grade, special education placement, and failure to meet basic skills standards raise questions as to whether South Carolina's schools are ready for their learners.

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

Readiness for school is determined by factors that fall into three broad categories: family structure and parenting, pre-natal and child health and pre-school training.

Family Structure and Parenting

Readiness is determined largely by infant and child development in the environment of the family. Most infants spend almost all their time in the care of their mothers or other family members; even infants and children who participate in out-of-home child care arrangements spend at least a majority of their early lives under the supervision of family members.

There are several alarming trends in the characteristics of the families raising young South Carolina children. **The common denominator of these family trends is the loss of adult attention to young children.**

- **Single parents** alone are more likely to raise young children: in 1960, 8% of South Carolina families with children were headed by a single parent; by 1990, the share had increased to 25%.

  Some families start out with only one parent. In 1991, 31% of South Carolina's live births were to unmarried mothers. Many others become single parent families through divorce. In 1990 there were 16,182 divorces granted in the state, involving 13,793 children.

- **Poverty** is still widespread among South Carolina children under six. It decreased from 28% in 1970 to 22% in 1980, but increased slightly to 23% in 1990.

  Poverty is the most accurate predictor of poor health and readiness among children. Fifty-one percent of South Carolina's families in poverty are headed by single women, some of whom are children themselves.

- **Employment of mothers** of young children is increasing. The percentage of mothers of children under six who were in the labor force rose from 34% in 1960 to 58% in 1980 and 67% in 1990.

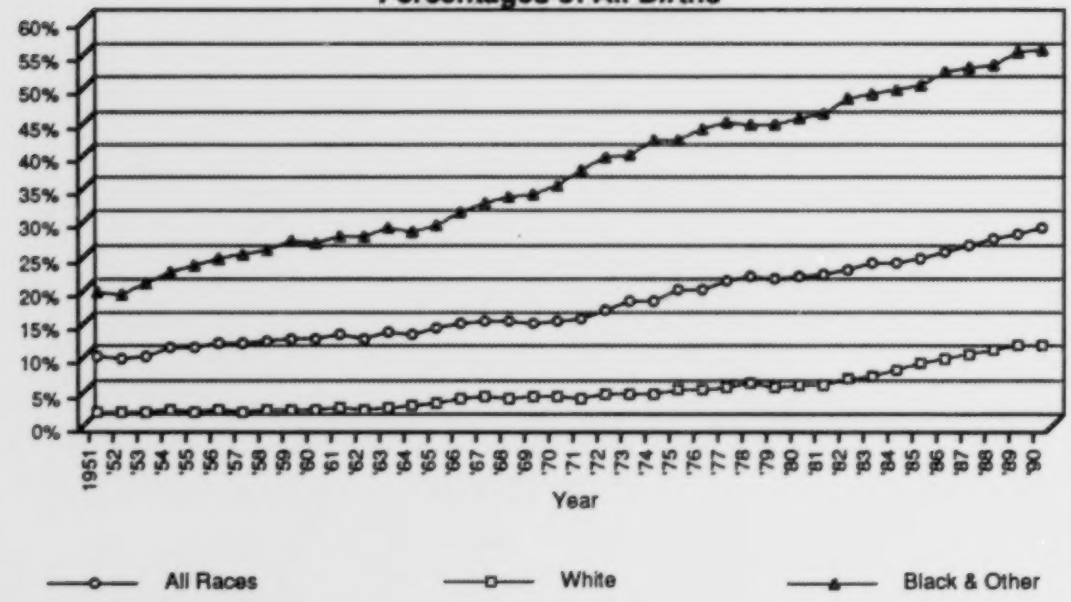
- **Extended family support** has been reduced as a result of increased population mobility and the employment of younger grandmothers, aunts, and other relatives.

- **Teen motherhood** is still unfortunately common. In South Carolina, 7% of the babies born each year are born to mothers under the age of 18. Unmarried mothers less than 20 years old accounted for 6,402 (17%) of all births in the state in 1991 and for 36.4% of single parent births. By the age of 20, approximately 20% of women have given birth to one or more children.

- **Minority children** are affected by far higher rates of poverty, teen motherhood and single parent households. Extended family support is being subjected to the same erosion through employment and mobility as is affecting families nationwide.

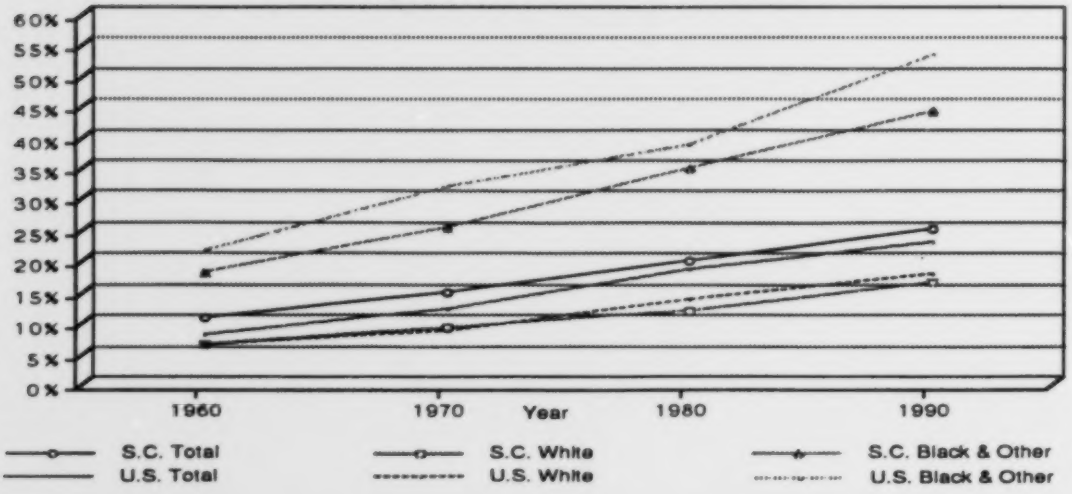
- **Trend lines** display ominous long-term deterioration in the vital infrastructure of the family:

FIGURE 6
Births to Unmarried Mothers
Percentages of All Births



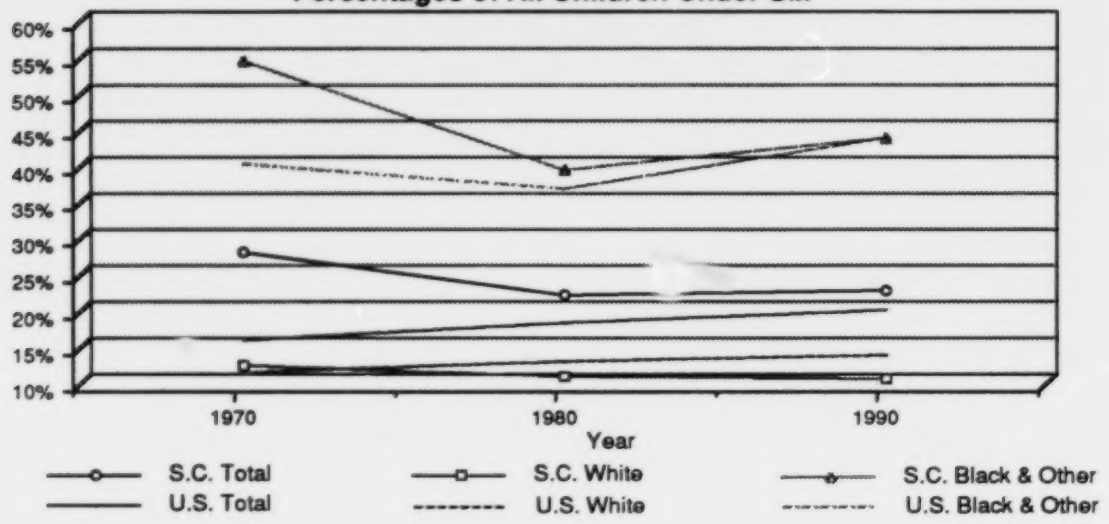
SOURCE:Department of Health and Environmental Control, Vital Statistics.

FIGURE 7
Single Parent Families
Percentages of All Families With Children



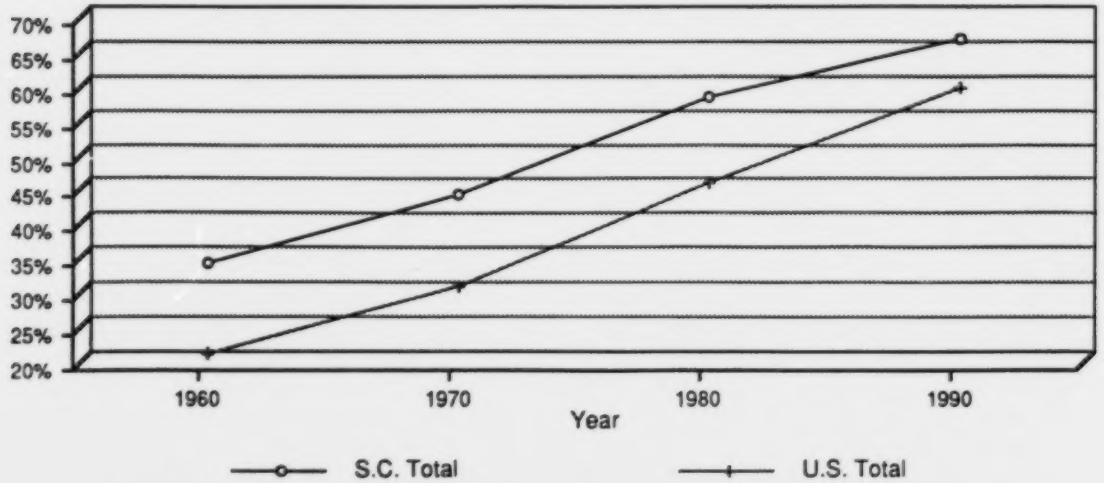
SOURCE: Budget and Control Board, Division of Research and Statistics; from U.S. Census.

FIGURE 8
Children in Poverty
Percentages of All Children Under Six



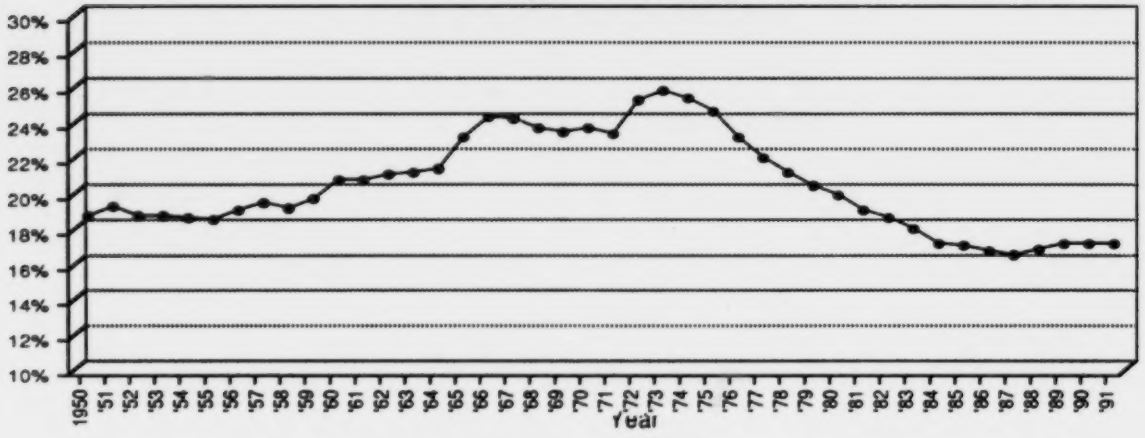
SOURCE: Budget and Control Board, Division of Research and Statistics; from U.S. Census.

FIGURE 9
Mothers Employed with Children Under Six
Percentages of All Mothers With Children Under Six



SOURCE: Budget and Control Board, Division of Research and Statistics; from U.S. Census.

FIGURE 10
Births to Mothers Under 20 Years
Percentages of All Births



SOURCE: Department of Health and Environmental Control, Vital Statistics.

Parenting practices are generally unassessed; however, a few critical and conflicting trends should be noted.

- **Less parent interaction** with young children takes place due to single and working parents, separation from extended family support, and distractions from child-rearing as a result of modern conveniences such as automobiles and television. Overall, children are spending less time talking with and listening to caring adults, who are increasingly attending to the pursuit of their own comforts and necessities rather than the needs of their young children.

  In order to be good first teachers for their children, parents must possess adequate academic skills themselves and it is particularly important that they be able to read.

- **Parent education** levels have increased. In 1970, 15% of the mothers of newborns had less than a 9th grade education, compared with 3% in 1990. Similarly, 45% in 1970 had less than 12 years education, compared with 24% in 1990.

- **Child abuse and neglect** appear to have increased dramatically over the past decade. In 1990, there were 3,809 founded complaints involving children under six. These incidents affected 1.8% of all black pre-schoolers and 0.8% of white pre-schoolers each year.

- **Foster care placements** have also been increasing. In 1990 there were 6,638 children in foster care, of whom one-third were less than six years old. Separation

from the birth parent(s) is always traumatic, but some children experience multiple foster care placements which interfere with normal development. For children in foster care in September 1991, the average number of placements they had experienced was two.

Quality Pre-School Programs

With one-fifth of all pre-school children in families below the poverty level and with more than three-fifths of their mothers working, the need for formal pre-school programs is very pressing. In a state like South Carolina, which has higher than average poverty rates and lower than average educational attainment among its adult population, early childhood education and child development become important aspects of quality child care. In a recent study by the Children's Defense Fund, South Carolina ranked 20th among the states in terms of expenditures on direct child care and early childhood services in 1990, but there are still too many children who are not receiving the early childhood development services they need.

South Carolina has a compulsory five-year-old kindergarten program and 44,225 children were enrolled in that public program during the 1991-92 school year. The other approximately 15% were enrolled in private programs or not at all.

As required by law, all districts in the state also offer a four-year-old program under the Education Improvement Act. For 1991-92 the total enrollment in those programs was 12,624. Although eligibility criteria vary among districts, the Department of Education estimates this represents 25 - 35% of eligible students.

The Department of Social Services regulates child care facilities. At the end of June, 1992, DSS recorded the number and types of facilities with licensed total capacities shown below:

- ➤1,545 Family child care facilities (capacity of 9,240)
- ➤1,546 Child care center facilities (capacity of 95,473)
- ➤ 337 Group child care facilities (capacity of 4,116)

- ➤3,428 **Total** regulated facilities (capacity of 108,829)

Many of these slots are utilized by children from middle-class families who can afford to pay for the care. Some of these programs are simply custodial, while others provide enriching learning experiences.

The publicly funded programs which serve disadvantaged children are:

FIGURE 11
Estimated Number of Pre-School Children Served
In Publicly Funded Programs for the Disadvantaged
1991-92

SOURCE	SLOTS	DOLLARS ALLOCATED
Head Start	8,474	$24.5 Million
Department of Education	12,683	$15.0 Million
Social Service Block Grant	4,533	$11.3 Million
TOTAL	25,690	$50.8 Million

With approximately $50 million per year, South Carolina is serving fewer than half of the children ages 3 and 4 years old whose family incomes are below 75% of the state's median income. Head Start provides a comprehensive early childhood program and generally operates on a partial day during the school year. The federal government funds Head Start Programs in most parts of South Carolina; only Oconee County lacks a center. The Department of Education provides early childhood education in programs which operate 2.5 hours per day during the school year. The Social Service Block Grant provides a comprehensive early childhood program and operates all day, year round. All programs meet standards for quality which require developmentally appropriate curricula. The Child Care and Development Block Grant also requires adherence to high quality standards and will support about 4500 new child care and 600 new Head Start slots in the state.

Pre-natal and Child Health

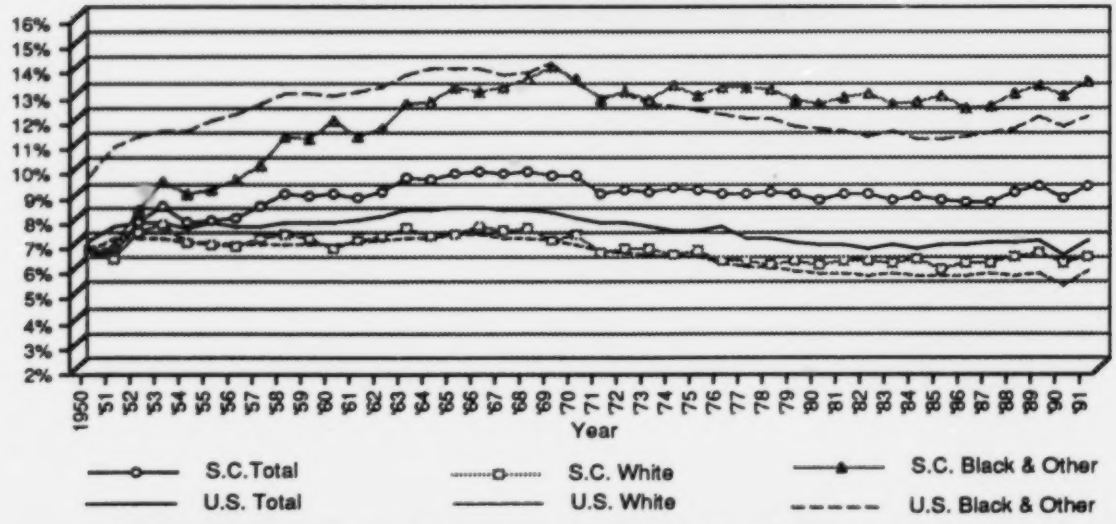
Good health — both physical and mental — forms a vital basis for the normal growth and development which are precursors to readiness. A child's health — or lack of it — begins in the womb. Adequate care beginning at conception and continuing through birth and the early years of childhood can prevent many potential problems and correct others at an early age.

Though the state's infant mortality rate is improving, it remains nearly twice the rate of other industrialized countries, including Japan, Finland, and Switzerland. Similarly, the rates of handicapping conditions which hinder students in our schools and workers in our labor force are proportionately higher. In South Carolina, over 600 infants die before their first birthday. This infant mortality rate is similar to those of Cyprus and Trinidad.

- **Low Birthweight and Prenatal Care**

The strongest predictor of a baby's chance of survival is its weight at birth. A low birthweight baby weighing less than 5 1/2 pounds is forty times more likely to die during the first year of life than a larger baby. These small babies are also more likely to develop long-term physical and mental handicapping conditions which contribute greatly to the physical, emotional and financial cost in a community. In 1991, 9.2% of the babies in South Carolina weighed less than 5 1/2 pounds; 6.3% of white babies and 13.4% of black and other minority babies were born with low birthweight.

FIGURE 12
Percentages of Low Weight Live Births
South Carolina, 1950-1991 (Residence Data)
United States, 1950-1990 (Residence Data)



SOURCE: Department of Health and Environmental Control, Vital Statistics.

Our very best defense against infant mortality and low birthweight is early and continuous prenatal care. Studies show that more low birthweight infants and children with special health care needs have mothers who received totally inadequate prenatal care. The rate of women giving birth with no early prenatal care has decreased over time, from 36% in 1988 to 31.4% in 1990.

In 1991, approximately 12% of all births were to women who had received inadequate prenatal care (defined as five or fewer visits to a health care provider). A total of 1,158 women had no prenatal care at all in 1991, compared with 618 with no prenatal care in 1980.

- **Maternal Substance Abuse**

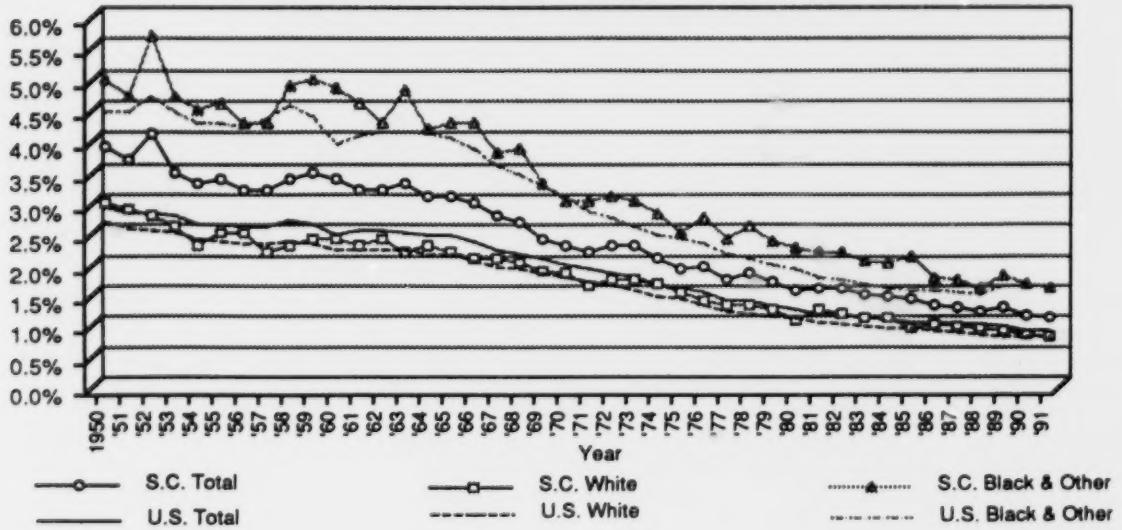
In addition, new data on maternal substance abuse provide important information on one aspect of prenatal care. An October 1991 study by the Prevalence Subcommittee of the Maternal, Infant and Child Health (MICH) Council showed that over 15,000 infants (roughly 1 in 4) are born each year to mothers who use alcohol, illegal drugs or non-prescribed drugs. Of delivering women statewide each year, almost 10% use barbiturates; 8.3% use marijuana and 5.8% use cocaine.

Based on the test results, white women are twice as likely as black women to use marijuana; black women are six times as likely to use cocaine, and three times as likely to use alcohol, as are white women.

- **Infant Deaths**

Throughout the 1980's, South Carolina had one of the three highest state infant mortality rates in the nation. However, the infant mortality rate has steadily dropped and has shown a fairly consistent downward trend. In fact, South Carolina's rate is improving at a faster pace than the nation's (3.3% per year compared to 2.8% per year). In 1991, the overall infant mortality rate dropped to 1.12 %. The white rate for 1991 was 0.81%, while the black rate was 1.59%.

FIGURE 13
Infant Mortality Rates
South Carolina, 1950-1991 (Residence Data)
United States, 1950-1990 (Residence Data)



SOURCE: Department of Health and Environmental Control, Vital Statistics.

- **Health and Nutrition**

Prevention must start early, even before the birth of a child. The prevention of low birthweight through adequate prenatal care and good maternal nutrition improves the mother's health and avoids the vulnerability that can lead to a child's failure in school. In addition, **prevention must be continuous**. Interruption or fragmentation of health, nutrition, preschool, and developmental services impairs their effectiveness.

Of all the factors in a child's environment contributing to growth and functioning, **nutrition** is perhaps the most significant. Adequate nutrition is essential for growth, development, and good health. Poor nutritional status affects behavior, learning, and resistance to stress and disease. In South Carolina, an estimated 15% of children less than 12 years old are not getting enough to eat.

A total of 17,945 children started kindergarten eligible for free/reduced lunch programs. In 1991, 51 of our 92 school districts had more than 50% of their children eligible.

According to a South Carolina Interagency Council on Hunger and Nutrition survey conducted during the first seven months of 1990, 70% of the state's emergency food programs serve families with children. Nationally, South Carolina ranked as the fifth worst state for hunger among families with children under 12. Food available to one in four children is inadequate, according to the Food Research and Action Center.

Over 20% of children in South Carolina have no public or private **health insurance**; many others have such limited coverage that they cannot obtain adequate health care, especially preventive and primary care.

Despite Medicaid expansions over the last few years, children are disproportionately at risk for medical indigency. Children account for almost one third of the uninsured in South Carolina.

According to the May 1992 report *Health Care for the Medically Indigent of South Carolina* (Duke University et al.):

> The medically indigent are disproportionately young, female and black. A large fraction are single adults or children in one parent families. They are concentrated in the southeastern portions of the state—in counties with the highest poverty and unemployment rates.
>
> The uninsured are much more likely than the insured to defer needed preventive care. As much as $25 million in hospital care for the uninsured may be wasted on inpatient use that could have been avoided through more timely and adequate primary care, along with $12 million in unnecessary emergency room use.

2:

Collaboration between health and education is essential. The provision of health care in schools by school nurses, the establishment of linkages with community health care providers, and the promotion of health education within a healthy school environment are all essential to the readiness of students to succeed in their education.

Preventive well-child care needs to be expanded to serve more children in South Carolina. In the 1991 Pre-school Health Appraisal of kindergarten students in selected South Carolina school districts with more than 50% of the students eligible for free or reduced lunch, 48% of the children had one or more problems that warranted referral for evaluation to determine the need for medical, dental or other care. Among the children with newly identified health conditions, 36% of the participants were identified as having dental problems, 31% as having medical problems, and 13% as having developmental problems. Vision and hearing problems, medical and dental problems, and developmental problems can and should be detected by screening before they become barriers to learning.

Serious injuries such as vehicle collisions, pedestrian mishaps, and drownings are major problems for children past infancy. Injuries affecting school readiness through lasting disability or disfigurement include head injuries, spinal cord injuries, severe burns, brain damage, limb amputation, and organ loss. Each year, more than 6,000 pediatric hospitalizations are due to injuries. Injury is the third leading cause of hospital admission for children ages 0-19, following respiratory illness and admissions for obstetrical care. South Carolina has a 22% higher rate of childhood injury deaths than other states.

The poor economic conditions of many parents leave children living in **unsafe housing** with no financial resources to purchase safety mechanisms such as smoke detectors. By age six, South Carolina's poor child is the most frequent victim of tragic house fires. A poor child's development also is more likely to be threatened by other **environmental hazards**, such as lead in paint and water, that hamper children's ability to learn. Children cannot ward off some of the lead's negative effects with good nutrition if they are among the one-half of South Carolina children ages one to four who need supplemental food programs and are not getting them.

- **Immunizations for Children Under 2 Years**

The best way to protect children from avoidable diseases contributing to morbidity and mortality is to see that they are properly immunized. A 1992 survey of immunization levels among two-year-old children in licensed child care facilities found that in South Carolina fewer than half of all preschoolers are adequately immunized, and only 68% of the children are in compliance with day care immunization requirements. In South Carolina in 1991, only 61% of children at two years of age had received the necessary immunizations and only 63% of children aged three to five had them.

Delays in immunizations increase the risk of such preventable diseases as measles, mumps, pertussis, and rubella which cause learning problems that include hearing loss, brain damage, and mental retardation. Children enrolled in child care facilities in South Carolina have a greater risk of contracting a communicable disease and should be immunized as appropriate for their age.

THE CURRENT SERVICE DELIVERY SYSTEM

The programs included in the following matrices represent all of the publicly funded programs with an impact on the readiness goal. There are undoubtedly many other programs around the state which also have an impact on the readiness goal but which are privately funded and operated. Such private efforts have not been included in this report.

Agency acronyms are used in the matrices to save space. A list of the acronyms and full agency names is included at the end of this chapter. Numbers of FTEs (full time employees) are included where available. "NA" in that column indicates figures "not available." Where program services are delivered under a contract, "C" appears.

Promoting Healthy Parenting and Stable Families

FIGURE 14
PARENTING TRAINING PROGRAMS

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
SCSD&B	Children Gaining Through Parent Training	$20,447	442	not determined	0.2
SDE	Target 2000 Parenting Program	$1,970,000	2,032	up to 30-40% more	21 part-time
SDE	EIA parent Education Classes	$156,309 total to Districts	not collected at state level		negligible
DHEC	Childhood Injury Prevention	$51,749	ended 9/30/91		NA
SHHSFC/ USC-A	Mothers as Mentors Project	$67,000	36	36	NA
Clemson Extension	"Parenting Renewal"	$215,435	10,500 through program classes	NA	6.91
DYS	Parenting Skills Classes	can't break-out from other prevention/early intervention efforts	344	8 classes of 86 people	NA

These programs account for more than $2.25 million and reach a fairly limited number of people. Currently the major expenditures for parent training programs are through the State Department of Education. South Carolina spends over $2 million for parent training through its public schools, but parenting is not a required part of the curriculum.

FIGURE 15
LITERACY TRAINING PROGRAMS FOR PARENTS

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
CAPS	HEAD START FAMILY LITERACY MODELS	$32,825	279 PARENTS 279 CHILDREN	APPROXIMATELY 3 TIMES CURRENT	NA

The Goal Five chapter of the report covers literacy in considerable depth and presents more information on these programs. There are numerous public and private efforts aimed at improving the literacy of our state's population. Many, such as those of the State Department of Education, the State Library, and volunteer literacy councils are targeted to the general population. In addition, the state spends almost $1 million on education for AFDC recipients and about $5.4 million to educate 11,286 inmates in the correctional system. Some promising new efforts are aimed at parents of Head Start children and at workers on the job. The Head Start Family Literacy models, and the State Department of Education's newly organized Kenan model, both involve parents and children learning together — an approach which appears to be very effective.

FIGURE 16
FAMILY SUPPORT PROGRAMS

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
COCEDC	In-Home Intervention	$221,920	28 two programs	12 per year per program	C
COCEDC	Respite Care	$150,000	17	12 at any given time	C
DMH/ DYS/ DSS/SHH SFC	Family Preservation Services	$335,000 State DMH $275,000 XIX DMH $610,000 DMH total	150 DMH	200 DMH 24	24
DMH/ DYS/ DSS/SHH SFC	Family Preservation Services	$85,000 Federal DSS $28,333 DMH to DSS $168,217 other DSS $281,550 DSS total	65 DSS	78 DSS	NA
DMH/ DYS/ DSS/SHH SFC	Family Preservation Services	$249,105 State DYS $180,000 HHSFC to DYS $429,105 DYS total (Excludes projects shared with DSS & DMH)	76 DYS	30 DYS	C
SCSD&B	Community Resource Centers: Family Support	$32,234	2,408	Not determined	1
DSS	Family Support Act	$4,662,038	6,796		NA
DSS	Family Management Counseling	Not Available	1,488 Families, 49,821 Units	70% of Case load	12.8
DSS	Special Needs Children	$9,694,000	414	268 on Budgeted Resources	NA
DSS	AFDC	$103,387,027 Payments $2,301,972 Administration $126,493,093 XIX	119,992	Open-ended	NA
DSS	Child Support Program	$24,900,000 (Projected)	190,000	full	256
SHHSFC/ SCCADA	XIX Parent NET	$183,190	140	160	1

The most heavily funded efforts for family support are well-established programs such as Aid to Families with Dependent Children (AFDC). Many of the programs in this area, however, are creations of the last decade. The Continuum of Care for Emotionally Disturbed Children was created to "catch" children whose special needs made them hard to serve. The Family Support Act, aimed at moving clients off the welfare rolls, and Child Support Program, which attempts to secure parental financial support for children, were both given emphasis in the 1980s. A major new effort offering considerable promise for family stability is the move toward multi-agency family preservation programs. Just over $1 million is now spent on these programs, but agencies are impressed with their success and are attempting to expand their availability.

FIGURE 17
FAMILY EDUCATION

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
SCCADA	Children of Addicted Parents	$98,413	255	329	2
SCSD&B	Parent/Infant Program	$343,163	290	Not determined	2 + C
DHEC/ SHHSFC	Resource Mothers	$322,330	950	45-60 per "mom"	16 Moms
DHEC/GOV	Hold Out the Lifeline	$20,000 March of Dimes	13 Counties		<2
DHEC/ SHHSFC	XIX Teen Scene Health Center	$291,755	4,000 Plus	Undetermined	C
DMR	XIX Early Intervention	$740,328 $515,000 XIX	516	270 XIX	C

Most of the programs in this category are small in terms both of funding levels and clients served. The largest include the Parent/Infant program, the Resource Mothers program, the Teen Scene Health Center, and the Department of Mental Retardation's Early Intervention program. The last three of the larger programs are all multi-agency efforts, as is "Hold Out the Lifeline." Together these efforts total a little less than $2 million.

Promoting Quality Pre-School Programs

FIGURE 18
DAY CARE PROGRAMS

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
DMR	Mainstreaming Children into Day Care	Part of Early Intervention	69	75	C
SCSD&B	Preschool Programs for Sensory Impaired	$212,194	41	50	9
DSS*	Jobs Day Care	$474,861	1,189 May 1992		6
DSS*	Transitional Child Care	$138,113	232 May 1992		6
DSS*	Regulated Child Day Care Facilities	Mixed	Assume equals capacity	3,258 Facilities 105,829 Slots	195

Over half a million public dollars are spent to provide child day care for mothers trying to get off welfare. More Federal funds are available for these programs, but the amount of Federal money the state can draw down is dependent on how much the state can first put up as the required match. The other funding for this area is either private or spent for special populations, such as the mentally retarded or sensory impaired.

FIGURE 19
CHILD DEVELOPMENT PROGRAMS

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
CAPS	HEAD START	$24,500,000	8,474		NA
SDE*	EIA 4 YEAR OLD PROGRAM	$15,005,678	12,683	12,683	418.9
SDE	TARGET 2000: PREVENTING DROPOUTS THROUGH EARLY INTERVENTION	$114,692	96 PARENTS: 96 CHILDREN	100 PARENTS: 100 CHILDREN	35
SDE	CHAPTER 1 PRESCHOOL	$5,421,050	5,014		109.5 TEACHERS 111 AIDES
SDE	SPECIAL EDUCATION & RELATED SERVICES FOR DISABLED CHILDREN 3-5	$6,851,376	8,577		156 TEACHERS
DMR	CHILD DEVELOPMENT	$5,135,000	786	718	C
DSS*	DIRECT OPERATION CHILD DEVELOPMENT CENTERS	$4,543,567	1,067	1,067	187
SHHSFC*	SSBG CHILD DEVELOPMENT	$11,300,000	4,533 SLOTS		C
SHHSFC*	CHILD CARE AND DEVELOPMENT BLOCK GRANT (CCDBG)	$8,697,734	4,500 REGULAR SLOTS; 600 HEAD START		C
SHHSFC/ HS	HEAD START INTERFACE WITH SCHOOL	$85,000	279 PARENTS; 279 CHILDREN		C

More than $84 million is allocated for child development in the state. Through the CCDBG (Child Care and Development Block Grant), the state has developed a more unified administration system for selected day care and child development programs (marked with an asterisk above) in order to achieve best use of available resources and maximize client access. Additional CCDBG funds are being used to increase awareness about quality child care and its importance, extend partial day programs to full day, and improve the quality of both privately and publicly funded child care programs.

FIGURE 20
KINDERGARTEN/CHAPTER 1 READINESS

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
SDE	Compulsory 5 Year Old Kindergarten Program	$27,194,340	44,225	No Maximum Established	1164.7
SDE	Chapter 1 Readiness	$3,475,938	4,575		49.5 Teachers 113.5 Aides

The $27 million in public funds spent for kindergarten serve approximately 85% of five-year-olds. The remaining 15% of children attend private kindergarten programs or remain at home. In addition, for children eligible under Chapter 1 who enter first grade not yet ready to learn, the state provides special services aimed at helping them catch up. Approximately $3.5 million are allocated to this effort.

Promoting Pre-natal and Child Health

FIGURE 21
PRE-NATAL CARE

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
DHEC SHHSFC PCA	XIX Targeted Case Management for At Risk Pregnant Women	$605,039	27,970	125 Per Case Manager	C
DHEC GHS	Low Risk Maternity Program	$2,924,764	19,218	125 Per Case Manager	NA
DHEC	Women, Infants', and Children's Program (WIC)	$57,000,000 Total $28,000,000 Est. for Mothers	17,000 Pregnant & 10,000 Postpartum Women Per Month		NA
DHEC	XIX Maternal Care Outreach	$602,000 DHEC $602,000 XIX	12,102		NA
DHEC SHHSFC	XIX High Risk Channeling Project	$2,455,783 XIX	3,524 Mothers; 1,619 Infants	125 Per Case Manager	NA
GOV BCBS	Caring for Tomorrow's Children	$75,000 BCBS $75,000 XIX	40,000 Year		2
SHHSFC DHEC	XIX Enhanced Services for Pregnant Women	$2,272,938	11,391	Unlimited	C
SHHSFC SCF MUSC	XIX Genetic Edu/Family Planning for Sickle Cell Case Managment	$215,777 $107,649	1,000,300	Unlimited	C

The state is currently investing over $10 million annually in pre-natal care. If the WIC program for pregnant and post-partum women is included, the total could be as much as $38 million. Most of the programs are multi-agency efforts involving expansions of the Medicaid program in an effort to combat high infant mortality rates. Estimates based on income indicate about half of the births in the state should now be eligible for Medicaid coverage.

However, according to DHEC, 41% of pregnant women in South Carolina do not receive adequate pre-natal care as measured by the Kessner Index. This is despite expansions of Medicaid for pregnant women up to 185% of poverty and the special efforts listed above. A recent DHEC study found transportation to be a major barrier to adequate pre-natal care, cited by 28% of those surveyed, second only to paying for care, cited by 32%.

FIGURE 22
HEALTH CARE FOR CHILDREN UNDER 6

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
DHEC/DMR SHHSFC	BABYNET	$560,000 Admin. $1,740,000 Services	1200		29
DHEC	Immunization; Communicable Disease	$6,740,906	90,928	102,942	NA
DHEC/DSS/ SHHSFC	XIX EPSDT/EPSDT Outreach	$2,846,955 EPSDT $1,627,594 Outreach	46,289 EPSDT 41,619 Outreach	80,079 EPSDT 42,034 Outreach	NA
DHEC	Pediatric Clinic	$58,325	5,945	6,219	NA
DHEC	Child Health/WIC Special Limited Services	$2,634,806 MCH Block Grant	140,667	138,355	NA
DHEC	Newborn Screening	$84,503	57,517	All Live Births	NA
DHEC	Children's Rehabilitation Services	$7,670,000 DHEC $130,000 XIX	10,500 (4,200 Under 6)	Full	NA
DHEC	Pre-School Health Appraisals	$100,000	2,119	2,570	NA
DHEC	Child Health Services/WIC Comprehensive	Part of MCH Block Grant (MCHBG)	12,614	8,480	NA
DHEC	Lead Poisoning Prevention	MCHBG	86,885	93,295	NA
DHEC/PCA/ Visiting Profis.	Postpartum Newborn Home Visits	$1,010,159	15,323	Unlimited	NA
MUSC	Children's Day Treatment (MH)	$225,000	50	10-12 Slots	NA
DMH	XIX Community Mental Health Centers	$9,800,000 ($2,500,000 XIX)	13,000		170 part time
DMR	XIX Evaluation and Planning for Individuals with Mental Retardation and Related disabilities	Not Available	1,973		C
SHHSFC	General XIX Services	$112,603,919	112,326		C
SHHSFC	XIX Tertiary Development Pediatrics	$250,000	900		C
SHHSFC	XIX Physical and Occupational; Speech and Hearing Evaluation; Therapy	$1,100,000	1,250	Unlimited	C
SHHSFC	XIX Case Management for Children with Physical Disabilities and Sickle Cell Anemia	$155,000	150	Unlimited	C

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A number of the larger programs in this area have been part of the state's traditional approach to helping children. Immunizations, Children's Rehabilitation Services, and Community Mental Health Centers contribute over $24 million and have been serving children for years. The Early and Periodic Screening, Diagnosis and Treatment Program (EPSDT) has also been available for many years, but has recently received increased emphasis. Even more resources will go into this effort to identify and treat health and developmental problems early, before they become obstacles to successful development and educational progress. In addition, the Department of Health and Environmental Control provides many child health services, from limited to comprehensive, with its $2.6 million Maternal & Child Health Block Grant.

Several of the programs in this matrix represent new approaches to identify problems or potential problems early and provide case management to make sure needed services are delivered. Babynet, Newborn Screening, Post-partum Newborn Home Visits, Evaluation and Planning for Individuals with Mental Retardation and Related Disabilities, XIX Tertiary Developmental Pediatrics, and XIX Case Management for Children with Physical Disabilities and Sickle Cell together contribute a little less than $4 million to these efforts.

The largest single category is general Medicaid services. This program spends $112,603,919 providing health care for eligible children under six, but the majority of these dollars are spent caring for those under one year old.

FIGURE 23
NUTRITION

AGENCY	PROGRAM NAME	FUNDING	CLIENTS	CAPACITY	FTEs
DHEC	WIC	$57,000,000 TOTAL $29,000,000 EST. FOR CHILDREN	46,000 CHILDREN PER MONTH		NA
DSS	FOOD STAMP PROGRAM	$227,963,739	310,457	OPEN-ENDED	1,068
DSS	USDA SUPPLEMENT FOR CHILDREN'S PROGRAMS	$9,055,891	3,366,859 MEALS	OPEN-ENDED	5.68
SDE	BREAKFAST PROGRAM	$14,300,000	104,106 STUDENTS PER MEAL	393,900	1,443

Almost $280 million is spent for various food and nutrition programs. The s6chool breakfast program and the USDA supplement provide more than $23 million but there is considerable unused capacity in the school breakfast program; since the supplement is an open-ended program, more could have been served. There has been considerable pressure at the national level to provide enough funds to serve all those eligible under WIC. In South Carolina only about half those needing WIC receive it.

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

As the previous section of this chapter makes clear, South Carolina has a complex array of programs that provide services impacting a child's early development. However, most of these programs function independently of the others; a child may or may not be in the right place at the right time to receive services. The result is that a comprehensive service package is rarely developed to meet the needs of a specific child and his or her family. In addition, most programs have limited funding and are not able to serve many children who qualify and who are in need.

This is a time of limited resources. In the absence of funds to develop new or expand existing programs, the effectiveness of the State's efforts to improve developmental opportunities and experiences for preschool children will be measured by the success of attempts to weave together disparate funding sources and programs to build statewide systems targeted at prevention.

This system must itself be flexible, capable of redirecting resources and always capable of developing solutions that cross agency boundaries and public and private sector lines. The systems should be structured to encourage maximum involvement of the private sector and local volunteer community efforts, and should be built on a supporting base of coordinated technical assistance provided by state agencies.

There are three guiding principles which must be observed in the development of successful systems which will move South Carolina toward the achievement of the readiness goal. These principles are individual and family responsibility, prevention, and cost containment. The three work hand in hand and it will be necessary to carefully observe all three for the State to make real progress in these times of limited resources.

Current services which address the readiness goal are primarily directed at intervening with the child and assuming parental responsibility when family functioning fails. These programs must be redirected to enable families to fulfill their own responsibilities to provide an environment for the healthy and successful development of their young children. Change or redirection needs to promote, and indeed rely on, the principle of family and individual responsibility.

In the "Current Service Delivery" section above, existing programs were grouped according to the public policy purpose which they serve: promoting healthy parenting and stable families; promoting quality pre-school programs; or promoting pre-natal and child health. Below, each of these sets of services is assessed for its potential to help achieve the relevant objective.

Promoting Healthy Parenting and Stable Families

Anyone in contact with a young child is a teacher. Children are constantly learning from the day they are born. The learning process does not stop—in fact, cannot be stopped. Parents are the key to early childhood development and positive learning experiences. Because a separate objective focuses on physical health, this analysis will be limited to the development of the other identified dimensions of school readiness: emotional maturity, social confidence, language richness and general knowledge.

For purposes of this discussion, parents are treated as belonging to one of two broad groups: (1) All potential parents and new parents; and (2) parents in families that are in crisis.

1. All Potential Parents and New Parents

People who are successful at parenting generally learn those skills by osmosis. As a general rule, they are likely to have grown up in families where the primary caregivers (mother, father, grandparents or others) talked to their children and elicited responses from them; provided love and stability so that their children were emotionally secure; interacted with them in ways that encouraged them to interact with others; and allowed exposure to new experiences to promote early learning.

Conversely, individuals who have grown up in settings where the parents were absent for extended intervals, where family functioning was chaotic, or where the parents themselves had only limited skills, are severely handicapped in their efforts to provide appropriate parenting for their own children. The South Carolina protective services system has exacerbated these problems.

The protective services system includes the courts, law enforcement and the guardian ad litem program, as well as the Department of Social Services. Other agencies, such as the Children's Foster Care Review Board, the Department of Youth Services, the Continuum of Care for Emotionally Disturbed Children, the Department of Mental Retardation, the Department of Mental Health, and the public schools, also have responsibility for the removal and return of children.

Rather than assist families that needed help in meeting the needs of their children, over the last decade the South Carolina protective services program has routinely removed children for reasons of neglect, including such easily correctable problems as disconnected electricity. Over half the children placed in foster care were placed there for reasons of neglect, and over half were infants when removed from the home.

The first step toward enabling adults to become successful teachers for their children, and to raise their children in ways that enhance their capacities for learning, is to create the opportunity for every parent to learn parenting skills. The need to learn parenting and other life skills is as fundamental as the need to learn how to read and write. Such training should be built into the curriculum from grammar school through high school.

Nothing could have greater impact on the children of future generations.

At the same time, a major effort should be directed at newborns and their parents. Offering support to new parents is critical so that they can successfully carry out their responsibilities as parents, role models and teachers. During the perinatal period (both before and after birth), the services needed by individual parents should be made available.

Some parents will identify the need for services themselves. Others will require assistance in appropriately identifying and serving their needs. The array of actual services provided may be the same for both groups.

In order for individual parents to identify their need for services and seek these services, three things must be true: the services must exist; the parents must know that they exist and know how to access them; and using the services must not expose the parent to real or perceived threats and must not carry with it social and/or class stigma.

Because some parents cannot independently identify their needs, and because the three conditions mentioned above often are not met, it is crucial that there be explicit points of contact in the system where service needs can be identified and services offered. One such potential point of contact is in the hospital at the time of delivery. In this setting a staff member may discuss the responsibilities of parenting with the new mother and may offer to arrange for any services which the mother and the staff member agree may be helpful. The array of services provided through this program should focus on the development of parenting skills, and on other family-specific services. South Carolina is currently designing a model project along these lines for two hospitals in the Pee Dee area.

The second opportunity for contact is presented through home visits after the birth of the child. Currently, a DHEC nurse visits the home of each newborn Medicaid recipient, assesses the health and social needs and the home environment, and provides appropriate health education. However, a stronger link between DHEC and other agencies that provide complementary services needs to be developed. Half of the births in South Carolina are sponsored by Medicaid and the percentage may increase to two-thirds over the next few years. South Carolina should explore whether such home visits could be made available to non-Medicaid families.

2. *Families in Crisis*

As stated earlier, a healthy emotional environment is essential for children to develop the social interaction skills necessary to be successful in a school setting. Unfortunately, more and more children are entering the public school system without these skills.

The number of children who enter the state's social service system is increasing at a rapid rate: the number of children placed in institutional settings has doubled for each of the last two years.

The increases in this population impact the state negatively in two major ways. First, the children themselves, and their families, have reduced opportunity to become productive and successful citizens. Their quality of life is marginal and their contribution to society is often negative. Second, such children often continue to require services from the public health, social services and correctional systems for treatment and/or confinement throughout the years of their childhood and adulthood.

Most of the children who are placed in residential treatment settings first enter the State's service system through foster care, and most foster care children are removed from the home for reasons of neglect. Once removed from the home, those children frequently are left in foster care placements until the conditions related to the neglect finding are corrected. These conditions may include financial insolvency, lack of electricity or heat in the home, or numerous others. Once the child is removed, few, if any, services or assistance are provided to the birth parent(s) to enable them to provide an adequate home environment. This policy results in long-term placement of children. **In many cases, children progress from foster care placements to institutional placements for the emotionally disturbed and ultimately to placement in the correctional system.**

In addition to the fact that families of children placed in foster care receive few or no services to enable them to provide an adequate environment, it is frequently the case that the child fails to receive the assistance he needs in overcoming problems created by the family setting and/or removal from the family. These untreated problems then present in more visible and antisocial behavior as the child ages.

South Carolina is currently attempting to reorient the existing service system. **The reorientation will change the focus from government as a mechanism to carry out the responsibilities of parents, to government as a mechanism for enabling parents to carry out their own responsibilities.** A major effort will be directed toward providing services to the family and child to prevent the removal of children from their homes or, where removal is necessary, to minimize its duration.

Toward that end, the foster care workers at the Department of Social Services will become Medicaid case managers. In order to qualify for Medicaid funding, the case managers will be required to interact with the family and child in a proactive manner (drawing on family-centered social service programs such as family preservation services) with the goal of stabilizing the crisis situation so that the child does not have to be removed or can be quickly returned to the home.

If the child must be placed in foster care, the case manager must develop a plan to reunite the family in as little time as possible, not to exceed twelve months. If it is determined that even with aggressive treatment services the family environment cannot be improved to the extent that the child can be returned, the services for the child will be directed toward finding an alternative permanent placement. A plan will then be developed for adoption services.

The use of Medicaid funds as a revenue source for foster care workers will free up some additional state funds and Social Services Block Grant funds that can be used to provide services to the family and child, including family preservation and family reunification services. As the name suggests, family preservation refers to a set of intense intervention services aimed at obviating the need for the removal of a child from a family in crisis. Likewise, family reunification services are a set of intense services directed toward ameliorating the problems in the family that resulted in the child's removal. Most of these services will be Medicaid-funded for those children eligible for Medicaid. Title IV-A-EA can provide funding for services to prevent children from being removed from the family, and Social Services Block Grant funds can be used for "wrap-around" services to meet the needs of a specific family. The Department of Mental Health will expand its array of services available for children and their families and will become a key resource for families in crisis.

The availability of a special package of services will also enable foster parents to care for children with more severe problems than is currently the case. Coupled with the more adequate supply of foster care homes resulting from fewer placements and shorter lengths of stay, this should reduce the number of institutional placements as well. For those children who must be removed from their homes, services must be available to enable foster parents to provide a nurturing family environment.

Promoting Quality Pre-School Programs

The need for expanded child care programs has increased greatly over the last few decades. As noted earlier, two out of three mothers of young children are now in the work force. More and more families are single-parent families. The demand for services is rapidly outstripping funds available.

Among the array of funding sources for preschool programs and child care are many federal programs, including Head Start, the Social Services Block Grant (SSBG), Titles IV-A and IV-E of the Social Security Act, and the new Child Care and Development Block Grant (CCDBG). In addition, major state funding for early childhood education is provided through the State Department of Education. Many local communities and private organizations contribute some funding for child care; the largest private funding source is parents who pay for their children to attend child care programs.

Standards for child care also vary and include state registration requirements, state licensing requirements, Social Service Block Grant standards, Head Start standards, Department of Education standards and Child Care Block Grant standards. In addition to meeting the standards for receipt of funding for a particular program, day care programs may also receive accreditation from the National Association for the Education of Young Children if they meet established criteria.

The programs and standards operate in substantial isolation from each other, minimizing their impact. **The thrust of this objective is therefore to maximize impact by weaving what are currently separate streams of funding services to create a**

statewide child care system. To achieve this objective, the state must: (1) create greater awareness regarding the importance of quality child care and its impact; (2) integrate funding sources to maximize the availability of child care; and (3) enhance the quality of both publicly and privately funded child care.

Creating Greater Awareness Regarding Quality Child Care and Its Impact

Both the public in general, and parents in particular, need to understand the critical impact that a child care setting has on a child in his or her preschool years. This experience is second only to exposure to the parents themselves in developing emotional maturity, social confidence, general knowledge and language skills; it may also be key to a child's physical wellbeing.

Two ongoing efforts will be helpful here. The first is a general public information campaign, with television and radio public service announcements, brochures and billboards. This effort is aimed at enhancing public awareness of what good child care is, what its impact is and how it can affect a child's performance in the public school setting. The campaign was initiated in the summer of 1992.

The second effort will provide interested parents with specific information concerning what to look for in quality child care, and the resources available. The materials will be provided through Department of Social Services county offices, Clemson Extension Service offices, public libraries, county health departments, public schools, hospitals, and by mail or phone from the Finance Commission.

Integrating Funding Sources to Maximize the Availability of Child Care

As discussed above, the funding sources for child care are numerous. However, the funding streams traditionally have been so isolated that access to programs, and information concerning programs, has not been readily available to the general public. Further, coordination and cooperation among the funding sources was virtually non-existent. Resources were frequently configured so that even the child care available did not meet the needs of the public.

Half-day Head Start programs, originally designed to give poor children out-of-home exposure and training so that they would be ready to enter school, are a prime example. At the time of the program's creation most mothers of eligible children were at home and did not work; a half-day program therefore met their needs. Public school kindergarten was also designed along these lines. However, as society changed, more and more mothers entered the work force. Welfare programs now generally require mothers of even pre-school children to enter training or the job market. Half-day programs now leave working mothers with difficult choices between finding half-day child care and a way to transport the children in the middle of the day, or placing them in full-day child care programs which may provide fewer enriching experiences and be focused more on custodial care.

Child development programs for the disadvantaged have generally been provided only where sufficient funding from a single source was available for program operation. Unless there was sufficient Head Start funding or funding from some other source to support an entire program fully, services have not been made available.

In FY 92, funding from the Child Care and Development Block Grant became available to states for the first time. Rather than using this funding to establish additional separate programs with limited impact, the grant was used to help foster a statewide system of child care programs with the intention of making quality child care available to as many children as possible. This aim was achieved in three ways.

First, funding was allocated for Head Start programs and public school programs so that the half-day educational programs could be extended to a full day to meet the needs of working parents. In these cases, CCDBG dollars are used for the extended-day custodial complement to the existing educational programs.

Second, steps were taken to maximize the use of dollars for children being served in existing publicly funded programs where funding is limited or capped. For example, Title IV-A funding may be substituted for SSBG funding in a case where a child may be eligible for both programs. For each child for whom this can be accomplished, one additional child can be served.

Third, funding streams will be coordinated by making funding available across programs based on the eligibility of individual children. Funding from Title IV-A and CCDBG sources is already being handled this way. Vouchers are issued to eligible parents for individual children based on the appropriate funding source. Parents who receive vouchers for their children can then buy child care from any of the programs that have chosen to become enrolled in the voucher system. Some funding sources (CCDBG, SSBG and IV-A) provide funding on a sliding fee scale. In these cases, public funding is combined with individual parents' income to provide care for a child.

The State should encourage and support such initiatives to integrate funding sources, and to develop networks of services that cross these sources.

Enhancing the Quality of Publicly and Privately Funded Child Care Programs

Licensing standards are an important quality enhancement issue. A careful balance must be struck between the requirements that would in fact produce the highest quality child care, and the level of quality that can be achieved without pricing the product out of the market. During the recent legislative session stronger day care licensing requirements were introduced in, but not acted on by, the General Assembly. Further efforts to strengthen licensing or participation standards should be directed toward improving quality in the most cost-effective manner. Training to enhance staff skills, rather than automatically assuming that the way to achieve more quality is to require more staff, is a prime example. **The quality of staff interaction with the child is probably the defining element in quality child**

care. Just as interaction of the parent with the child is key, so is the interaction of the child care worker with the child.

Cross-program training efforts offer excellent opportunities for economy in quality improvement efforts. Such efforts may also be key to ensuring that child care programs contribute to preparing a child to enter the first grade. South Carolina has received a grant to help develop an appropriate bridge between Head Start programs and the public school system. Both the public school system and Head Start have excellent staff training programs that can be combined to make staff training available to any program in the State.

By integrating funding sources, standards for participation can be extended to protect many more children. For example, each day care program in which one or more children enrolls with CCDBG vouchers must meet standards that are higher than State licensing standards. Because participation is optional and assistance and incentives are offered to programs to help them qualify, quality has been improved throughout the State, not only for CCDBG-funded children but also for the many privately funded children enrolled.

Parental involvement is also important to quality enhancement. The Head Start program has always had a strong parental involvement component. New Head Start initiatives have introduced adult (parent) literacy programs in tandem with the child development component. Encouraging child care programs to reach out to parents is critical. Parents can learn through the child care programs how to interact with their children, and how to reinforce the learning process begun in the child care setting.

<u>Promoting Pre-Natal and Child Health</u>

Significant progress has already been made toward this objective. Since South Carolina established reducing the infant mortality rate as a top priority, a number of programs have been put into place from which results are just now emerging. Because Medicaid eligibility has been expanded (from covering only pregnant women on AFDC to covering pregnant women and infants in families with income up to 185% of poverty), these special services are now available to a large segment of South Carolina's population. Income and insurance coverage should no longer be a barrier to receipt of adequate prenatal and infant health care.

Access to health care remains a serious problem. Many disadvantaged citizens do not have a history of traditional access to health care and do not know how to become a part of the health care system. Geographic, economic or social isolation may exacerbate the situation.

The link that now needs to be developed is an appropriate passageway into the health care system. The social support system available within or to a family is as important as the delivery of traditional health care. It is critical that access to services not carry with it social stigma.

Several demonstration projects have been initiated in South Carolina which address the access problem. One, called "Transitions," focuses on reaching drug-abusing women

who are pregnant and/or who have young children. The program will introduce a variety of outreach, social and medical care services. "Healthy Start" is a demonstration aimed at integrating social and health services; it permits communities to tailor services to their needs.

Perhaps the most dramatic steps in this area involve providing health services through the public school system. Beginning in FY 92, Medicaid became a funding source for physical therapy, occupational therapy, speech therapy, and psychological services offered through the public schools. Progress is now being made in efforts to link the Department of Health and Environmental Control, the Department of Education and Medicaid to provide basic health care and screening in the school setting.

The next major step is for the school to reclaim its role as a community center. Schools can become the central site through which educational, social, and health services are made available; they can also become centers for neighborhood and community activities, enabling neighborhoods to provide some of the support lost with the disappearance of extended families. So configured, schools can reach out to the families they serve and provide the natural link between families and the services they need.

Promoting Continuity of Appropriate Practice From Pre-School Through Grade Three

As earlier tables indicate, although more children are being judged "ready" for school, more children are also repeating in the early grades. This paradox is partially explained by the number of children placed in "transition first grades", but officially classified as regular first graders — a practice driven by the method of funding for compensatory services.

It also suggests several other possibilities: that the readiness assessment process and required standardized testing methods are in need of study and refinement; that instruction and curricula in the primary grades are inadequate with regard to meeting the children's particular learning needs; and that teacher preparation and training are not focusing sufficiently on sensitivity to learning style and cultural differences.

Unfortunately, in South Carolina as in many other states, the tendency has been to force rigid curricula and inappropriate practices into the early grades rather than redesigning the system consistent with early childhood theory and practice. The term "readiness" must apply to schools as well as to children.

Evaluating Individual Goal One Programs

The major programs identified in the "Current Service Delivery System" section have been arrayed in a series of matrices that follow. There is one matrix for each objective; the programs are rated against the rough percent of need met and nine other criteria that should be considered in evaluating programs that address the readiness goal. A mark in any column indicates that the program is considered to address that criterion.

Evaluation of Goal One Programs

Parenting and Families ● Parent Training ● Literacy ● Family Support ● Family Education	% of Need Met	Prevention Focus	Prevention Component	Increases Independence	Encourages Parental Responsibility	Develops Parents' Skills	Expands Language Skills	Impacts Physical Well-being	Develops Emotional Maturity	Creates Social Confidence
SDE Target 2000 Parenting Program	Limited	✔			✔	✔	✔		✔	✔
SDE EIA Parent Education Classes	Negligible				✔	✔				
CAPs Head Start Family Literacy Programs	Negligible	✔		✔	✔	✔	✔		✔	✔
SDE Adult Basic Education	Available		✔	✔						
DSS Work Support (Literacy Component)	Negligible		✔	✔						
TEC/Gov Work Force Excellence (Literacy)	Negligible		✔	✔						
CoCEDC In-Home Intervention & Respite Care	Negligible	✔		✔	✔	✔				✔
DMH/DYS/SHHSFC Family Preservation	Limited	✔		✔	✔	✔			✔	✔
DSS Family Support Act	Limited		✔	✔						
DSS Special Needs Children	Available			✔				✔	✔	✔
DSS AFDC	Available							✔		
DSS Child Support Program	Available			✔						
SCSD&B Parent/Infant Program	Limited		✔	✔	✔	✔				
DHEC/SHHSFC Resource Mothers	Limited	✔		✔	✔	✔				
DMR Early Intervention	Limited		✔	✔	✔	✔				
Clemson Extension Parenting Renewal	Available	✔		✔	✔	✔		✔		

* "Available" indicates that the service is widely available.

**These are subjective ratings and should be interpreted with caution.

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Evaluation of Goal One Programs

Quality Pre-School ● Child Day Care ● Kindergarten ● Child Development	% of Need Met	Prevention Focus	Prevention Component	Increases Independence	Encourages Parental Responsibility	Develops Parents' Skills	Expands Language Skills	Impacts Physical Well-being	Develops Emotional Maturity	Creates Social Confidence
SCSD&B Pre-school for Sensory Impaired	Available			✔			✔		✔	✔
DSS JOBS & Transitional Day Care	Negligible			✔						
DMR Mainstreaming into Day Care	Negligible			✔			✔		✔	✔
CAPs Head Start	Limited	✔			✔		✔	✔	✔	✔
SDE EIA Four-Year-Old Program	Available	✔					✔	✔	✔	✔
SDE Chapter One Pre-School	Available		✔	✔	✔	✔	✔	✔	✔	✔
SDE Special Ed. for Disabled Children	Limited	✔		✔	✔	✔	✔	✔	✔	✔
DMR Child Development	Limited			✔			✔		✔	✔
SHHSFC SSBG Child Development	Limited		✔	✔			✔	✔	✔	✔
SHHSFC Head Start Interface with Schools	Limited		✔		✔					
SDE Comp. Five-Yr.-Old Kindergarten	Available		✔				✔	✔	✔	✔
SDE Chapter One Readiness	Available		✔	✔	✔	✔	✔	✔	✔	✔

* "Available" indicates that the service is widely available.

**These are subjective ratings and should be interpreted with caution.

Evaluation of Goal One Programs

Child Health ● Pre-natal Care ● Nutrition ● Health Care for ChildrenUnder Six	% of Need Met	Prevention Focus	Prevention Component	Increases Independence	Encourages Parental Responsibility	Develops Parents' Skills	Expands Language Skills	Impacts Physical & Well-being	Develops Emotional Maturity	Creates Social Confidence
DHEC XIX Target Case Mgt for At Risk	Available	✔						✔		
DHEC WIC (Women)	Available		✔					✔		
DHEC/SHHSFC XIX High Risk Channeling	Negligible	✔	✔					✔		
GOV/BCBS Caring for Tomorrow's Children	Limited	✔		✔	✔					
SHHSFC Pregnancy-Related Services	Available		✔					✔		
DHEC/DMR/SHHSFC Babynet	Available		✔		✔			✔		
DHEC Immunizations	Limited	✔						✔		
DHEC/DMR/SHHSFC EPSDT	Limited	✔						✔		
DHEC Post Partum Newborn Screening/Home Visits	Limited		✔			✔		✔		
DHEC Children's Rehabilitation Services	Limited		✔			✔		✔		
DMH Community Mental Health Center	Available								✔	✔
SHHSFC Medicaid Treatment Services	Available		✔					✔		
DHEC WIC (Infants and Children)	Available		✔					✔		
DSS Food Stamps	Available							✔		
DSS USDA Sup. for Children's Programs	Available							✔		
SDE School Breakfast	Available							✔		

* "Available" indicates that the service is widely available.

**These are subjective ratings and should be interpreted with caution.

RECOMMENDATIONS FOR ACTION

Especially in times of limited growth, there are four keys to making the best use of resources. They are:

(1) To develop a system of services that crosses agency and program lines and is based on an individualized program for each child in need.

(2) To redirect existing resources towards prevention.

(3) Where needs exist that cannot be adequately addressed through prevention, to use resources for early intervention.

(4) To redirect resources toward family strengthening, with a focus on enabling families to provide nurturing care and positive learning experiences for their children.

The first recommendation, which establishes a framework for the implementation of those that follow, is:

That the Governor establish a council of state agency heads with the specific responsibility of developing a strategic plan to accomplish the recommendations below. The Council should include, at a minimum, the heads of the Department of Education, the Department of Health and Environmental Control, the Health and Human Services Finance Commission, the Department of Mental Health, the Department of Mental Retardation, and the Department of Social Services.

That the Council define the role of each agency for each recommendation, and develop a system of care that crosses agency boundaries and redirects resources as appropriate.

That the Council shift resources to preventive efforts wherever possible.

That the Council recognize and build on the many efforts already initiated in South Carolina (e.g., Babynet and Caring for Tomorrow's Children) that contribute to the achievement of Goal One.

Promoting Healthy Parenting and Stable Families

- ***Create the opportunity for every parent to learn parenting skills.***

  Incorporate parenting/life skills education into the public school curriculum from kindergarten through grade 12.

  Provide a variety of parent training opportunities to strengthen family responsibility, address the needs of families in crisis, and assist families in remaining intact.

- ***Make services available to new parents.***

  Pilot a program to discuss the responsibilities of parenting with pregnant and new mothers first in pre-natal care and then in the hospital setting at the time of delivery, and to arrange for services the mother and staff member agree are appropriate to relieve risk factors.

  Revise the current systems of home visits for Medicaid children (HOME visits for each newborn and EPSDT outreach visits for families not participating in the EPSDT program) to obtain the family assessment information needed for agencies to reduce threats to family stability.

  Explore the types and conditions of non-Medicaid families which would warrant home visits.

- ***Redirect services for families in crisis.***

  Restructure the focus of the entire protective services/foster care system from one in which the government attempts to carry out the responsibilities of parents, to one that enables parents to carry out their own responsibilities. Provide services aimed at strengthening families and preventing the removal of children from their homes. For children who must be removed from the home, a) focus on immediate, cost-effective intervention and services designed to reunite the family or b) evaluate the possibility of placement with grandparents as the first choice for out-of-home placement.

  Recognizing that a child's family has the primary responsibility for providing food, clothing and shelter, require parents to pay on a sliding-fee scale for the room and board component of care for a child who is removed from the home and placed in a residential/institutional setting.

  Provide a special package of services to foster families to enable them to care for children with behavioral/emotional problems, and provide services to foster children to help address problems resulting from removal from the family as well as problems that they bring with them into foster care.

  Develop a hierarchy of services for children at risk of residential placement which provides a continuum of care from outpatient and family preservation services through therapeutic foster care, group homes, residential treatment facilities, and the highest-cost

inpatient psychiatric hospital setting. Reduce the number and length of institutional placements. Require an active plan to care for each institutionalized child with the intent to move the child into less expensive levels of out-of-home placements as quickly as possible.

Promoting Quality Pre-School Programs

- ***Integrate the various funding sources for child development programs.***

  Maximize the availability of child development services by channeling public funding through a voucher system which provides funding for the individual child and allows the parent to select the site of the services.

  Match child care funding from other sources with Head Start and public pre-school kindergarten to provide full-day care for parents who work or who are in training.

- ***Strengthen parenting skills for parents of children enrolled in child development programs.***

  Provide training information to all child development programs emphasizing the role of parental involvement in the early childhood learning process.

  Enrich parent involvement components for all publicly funded child development programs.

  Expand the use of the Kenan model parent literacy program to all Head Start programs. Examine the possibility of using the Kenan model to link other adult literacy programs with child development programs and the public school system.

- ***Promote the elements of child development which best prepare the child to transition successfully to the public school system.***

  Coordinate and combine the resources for Head Start teacher training and public pre-school and kindergarten teacher training to ensure quality.

  Focus training on improving the quality of the teacher/child interaction and on enabling staff to encourage positive child/parent interaction.

  Develop joint activities to help parents and children transition from the Head Start program to the public school setting.

  Restructure the first three grades of the public school system so that they are ungraded. Change the focus from standardized testing and curriculum to individualized development. Create an atmosphere and opportunity for child success and confidence building. Encourage public school teachers to reach out to the community and understand the environment and background from which the child comes.

- ***Improve the quality of child care in all settings.***

  Develop a public awareness campaign focusing on quality child care. Make available special information for parents choosing child care.

  Integrate public funding into the private marketplace and improve quality for both publicly funded and privately funded students. This measure will increase the number of children who attend child development programs that meet public funding standards.

Promoting Pre-Natal and Child Health

- ***Develop passageways into the health care system.***

  Make it a state priority to ensure an accessible medical home for each young child. Explore the impact that managed care models could have on making medical homes accessible to all young children.

  Explore the ways that social and health services can be integrated. Tailor programs to individual community needs through initiatives such as the Healthy Start grant program so that available resources can be used most cost-effectively.

  Provide access to health services for young children through the public school setting.

  Encourage schools to become the natural link between families and the services they need. Expand the role of schools so that they become community centers for access to educational, social, and health services.

  Include a health component in all parental education programs, addressing such topics as the importance of immunizations, good nutrition and well child screening.

  Develop a system of services for young children with emotional problems and conduct disorders that crosses agency and funding lines, and focuses on the holistic needs of the individual family and child.

Promoting Continuity of Appropriate Practice from Pre-School Through Grade Three

- ***Ensure that schools are ready for their learners.***

  Establish an Early Childhood Policy Development Team within the State Department of Education.

  Review existing state policies, mandates and programs to assure that they are appropriate and effective in assuring early childhood development and success in

the early grades of school.

Explore options for reallocating compensatory funds for grades one through three that will support appropriate practice.

Recommend alternative models for compensatory services and coordinated funding that will provide options to school districts.

Replace standardized testing (through grade three) with a broad variety of assessment methods that focus on individual student progress.

Support districts in their efforts to establish alternatives to retention and tracking practices.

Prepare a comprehensive staff development and training plan that will enable teachers and administrators to design and implement a developmentally appropriate curriculum through grade three.

Increase the coordination between the State Department of Education and teacher training institutions to ensure that preparation and training are consistent with state guidelines.

CONCLUSION

Ensuring that children enter schools ready to learn requires providing conditions at home, in communities and at school, in which healthy development can occur. Far too many children today do not reach their schools ready to learn. The conditions that must be improved to enable children to achieve school readiness include:

- appropriate health services
- adequate nutrition
- a positive, nurturing emotional climate
- adult interaction and a rich experiential environment
- high quality pre-school experiences
- continuity of appropriate practices from pre-school through grade three

Since even in the best of circumstances children develop at different rates, schools, too, must be ready: ready to accommodate individual differences, and ready to provide the kinds of positive experiences that promote learning for every child.

Agency Acronyms

CAPS	Community Action Programs	**SCCADA**	S. C. Commission on Alcohol and Drug Abuse
SCSD&B	S. C. School for the Deaf and Blind	**COCEDC**	Continuum of Care for Emotionally Disturbed Children
SDE	State Department of Education	**DHEC**	Department of Health and Environmental Control
SHHSFC	State Health and Human Services Finance Commission	**DOC**	Department of Corrections
SCSL	S. C. State Library	**DYS**	Department of Youth Services
DSS	Department of Social Services	**SCESC**	S. C. Employment Security Commission
TEC	State Board for Technical and Comprehensive Education	**DMH**	Department of Mental Health
DMR	Department of Mental Retardation	**GOV**	Governor's Office
HS	Head Start	**BC/BS**	Blue Cross/Blue Shield
MUSE	Medical University of S. C.	**USC-A**	University of S. C. — Aiken
SCF	Sickle Cell Foundation		

CHAPTER TWO
SCHOOL COMPLETION

By the year 2000, the high school graduation rate will increase to at least 90 percent.

As the American workplace changes to become more competitive in the world market, there will be fewer and fewer employment opportunities for individuals lacking basic academic and work readiness skills. Students who leave the educational system prior to graduation will be increasingly ill-prepared to assume productive roles in the more complex technological world of the next century.

Students who exit the school system early with minimal skills are much more likely to lead lives of poverty, social dependency, unemployment, and alcohol and drug abuse, and to pass along the same problems to successive generations. South Carolina cannot successfully compete with the rest of the world if the current high rate of dropping out of school is not reversed.

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

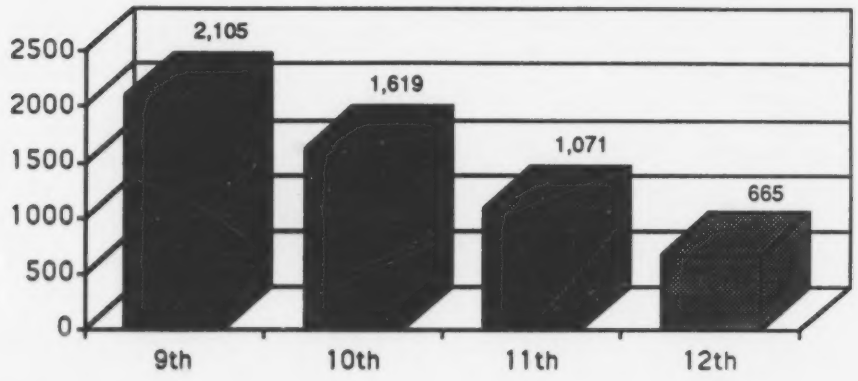
Dropout Data Collection

The South Carolina Department of Education has used various measures of school completion rates since data on school dropouts began to be collected in 1968. Since then, the data reported have been expanded to include (a) comparisons between the number of students enrolled in the eighth grade and the number of high school graduates five years later; (b) the number of students who withdraw from school each year, reported by grade, gender, and ethnicity; and (c) the number of students who complete school later through adult education programs.

Dropout Data - Total Student Population

- More students drop out in ninth grade than in any other grade.

FIGURE 1
Number of Reported Dropouts by Grade
1990-91

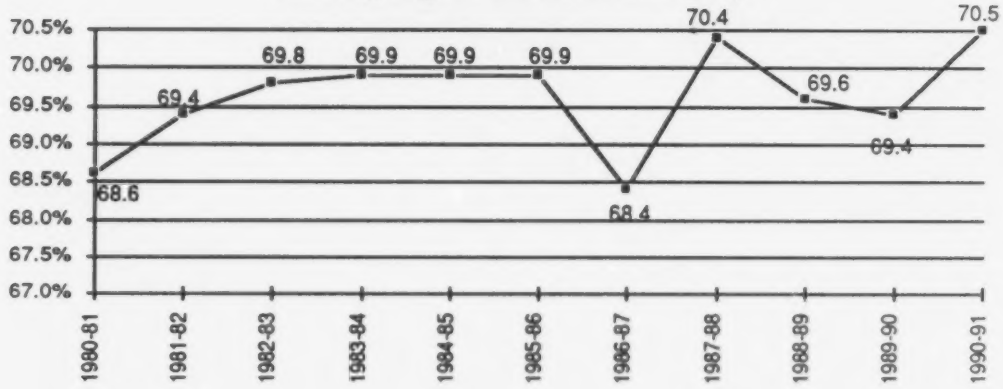


Source: South Carolina Department of Education

Note: A dropout is defined as a pupil who leaves school, for any reason except death, before graduation or completion of a program of study and without transferring to another school or institution.

- Approximately seven of every ten eighth grade students graduated from high school five years later. This proportion has remained rather steady since the 1981-82 school year.

FIGURE 2
Percent Survival of Graduates
Utilizing Eighth Grade Membership



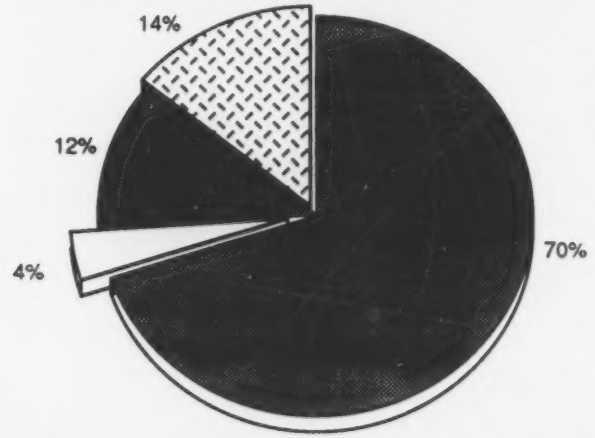
Source: South Carolina Department of Education

- Many students who drop out may later re-enroll in high school (3.7%, or 1,821,

in 1991) or adult education (11.8%, or 5,712, in 1991) and earn high school diplomas or General Equivalency Diplomas (GEDs).

- The overall rate of eighth grade students earning a high school diploma or GED five years later increases from 70.5% (34,270) to 86.0% (41,803) when Adult Education graduates and individuals earning GEDs are taken into account. This illustrates the resiliency of individuals to achieve in spite of their problems and underscores the potential of second-chance adult programs to enhance adult literacy and skills.

FIGURE 3
Graduation and Completion Rates, 1990-91
Using Eighth Grade Membership, High School Graduates and Equivalency Diplomas (GED)



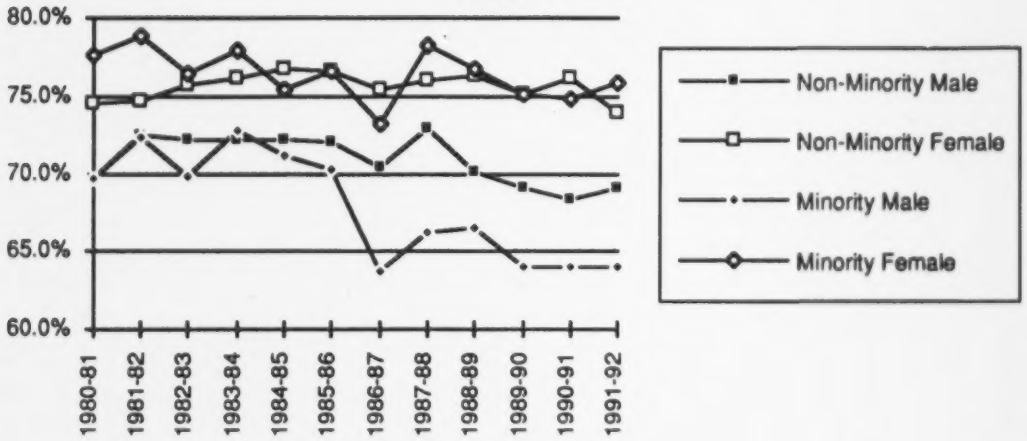
Source: State Department of Education

Dropout Data - By Ethnicity and Gender

- Minority male students drop out at a slightly higher rate than non-minority males.
- Minority and non-minority female students drop out at approximately the same rate.
- Minority students drop out at a slightly higher rate than non-minority students.

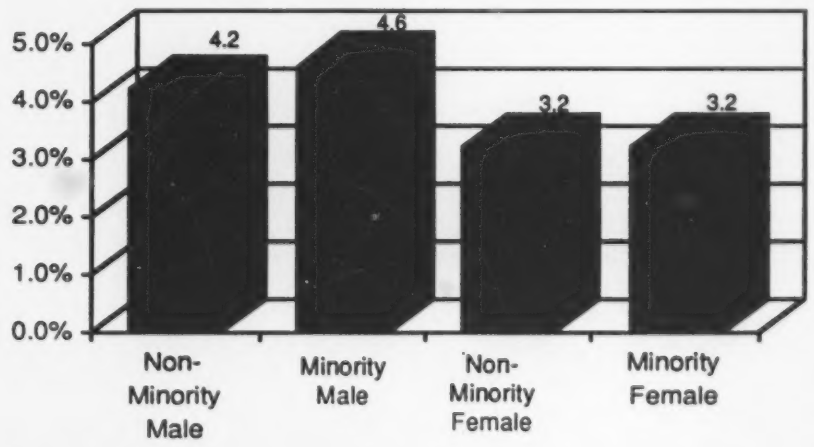
- Proportionately more male students drop out than female students.

FIGURE 4
Percent Survival By Ethnicity and Gender
Utilizing End-of-Year Enrollment
Grades 8-12



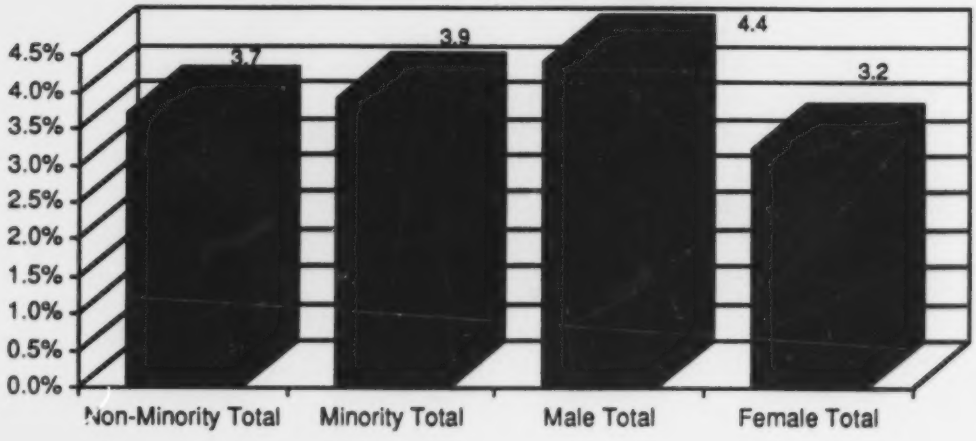
Source: South Carolina Department of Education

FIGURE 5
Annual Reported Dropouts By Ethnicity and Gender for Grades 9-12
Averaged for Years 1986-87 through 1990-91



Source: South Carolina Department of Education

FIGURE 6
Annual Reported Dropouts By Ethnicity and By Gender for Grades 9-12 Averaged for Years 1986-87 through 1990-91



Source: South Carolina Department of Education

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

Factors relating to **poverty, families, parental educational levels, school readiness, grade retention,** and **standards** are constant across Goals Two, Three and Four. Specific information on these factors can be found in Chapter Three.

THE CURRENT SERVICE DELIVERY SYSTEM

Students are affected by virtually all elements of the educational system. Students at risk of dropping out may have low levels of achievement, may feel alienated from school and society, and may feel that what they are learning in school is irrelevant to their employment or future educational needs. Programs such as **Target 2000 Dropout Prevention, Tech Prep, Cities In Schools, Primary Success, the Carnegie Middle School**

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Initiative, the Task Force on Multicultural and Gender Equity, and **RE: Learning** are described in detail in Chapter Three and address the problems of students at risk of school failure and non-completion.

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

Many of the issues identified in Chapter Three which impair our ability to ensure that all students will be competent in challenging subject matter and will use their minds well, also contribute to the dropout rate. Those issues — **high expectations, promotion/retention, remedial/compensatory programs, post-secondary preparation, and communication of the need for change** are discussed in detail in Chapter Three.

RECOMMENDATIONS FOR ACTION

Many of the recommendations for action relating to school completion relate also to student achievement and may be found in Chapter Three. Because of their importance and relevance to both goals, they are reported in Chapters Two and Three.

High Expectations:

Expectations for all students must be raised to ensure that students complete school and possess the skills needed for the twenty-first century.

- Expand applied learning opportunities and cooperative teaching strategies to facilitate learning.
- Help students celebrate their diversity and enhance their self-esteem through cultural awareness activities.
- Develop and expand programs for students who have special needs and who are most at risk of dropping out.

Promotion/Retention:

Promotion and retention policies are associated with lower achievement and increased dropout rates.

- Examine current legislation and regulations concerning the establishment of criteria for district promotion policies. Consider the recommendations of the Governor's Task Force for Educational Accountability and the Education Excellence Team on Promotion and Retention Guidelines, and research which indicates that retention is the key predictor of dropping out of school.

- The State Department of Education should assist districts in becoming knowledgeable about research on the effects of retention and about program initiatives designed to deal effectively with failure in school.

- School districts should be encouraged to develop aggressive intervention programs for students at risk of school failure. Examples of such programs include the use of volunteers as tutors, mentoring, case management, acceleration through the use of computer-assisted instruction, special summer classes, and extended-day programs.

- Studies should be conducted to identify high-achieving schools which have low retention rates. The instructional programs and retention policies at these schools should be examined to identify the sources of their success. Successful models should be publicized for other schools to consider for adoption.

Remedial/Compensatory Programs:

Remedial and compensatory programs result in labeling students, and their effectiveness as a means of raising student achievement has decreased in recent years.

- Efforts should be made to ensure that high academic standards are applied to all students in all grade levels and that students receive needed compensatory educational services as early as possible in their school careers. The influence of the relatively low standards for achievement in the elementary grades on students' Remedial/Compensatory Program participation status later in their school careers should be investigated.

- Additional measures of program success must be identified to provide a more comprehensive evaluation of program effectiveness and to make use of the performance assessments currently being developed to supplement standardized, multiple-choice tests.

- Alternate methods of delivering program services to Compensatory and Remedial Program participants should be identified and utilized. Existing barriers that reduce the flexibility of school district personnel to implement alternative approaches to service delivery should be eliminated.

Post-secondary Preparation:

Schools do not provide all students with skills appropriate either for higher education or for the world of work.

- Eliminate the general track of studies in all subjects in high schools.
- Use the curriculum frameworks to redesign outcome-based programs for special students.
- Provide ongoing support and expansion of the Tech Prep program.

Communication of the Need for Change:

South Carolina needs a communications system to promote the public dialogue that will support proposed major changes in education.

- Through public review of the state curriculum frameworks, establish agreement among all communities in South Carolina on what all children should know and be able to do .
- Train administrators and teachers regarding the need for change, and how to communicate that need to parents and students.
- Reach out to parent and student groups to include them in discussions about education processes and proposed changes in the system.
- Coordinate communication between post-secondary and K-12 schools regarding the performance of students in their first year of post-secondary education.
- Revise and update the School Performance Report to a) measure meaningful indicators, and b) communicate clear messages to parents and schools.
- Improve communications with students regarding the need to set high expectations for their career plans.
- Create an ongoing system of communication that facilitates continuous improvement and reform in each goal area. Establish a public and professional awareness program.

CHAPTER THREE
STUDENT ACHIEVEMENT AND CITIZENSHIP

By the year 2000, American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter including English, mathematics, science, history and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning and productive employment in our modern economy.

Continuous economic, social, and demographic changes in our society require that we constantly adapt to the new realities of our lives. Because tomorrow will demand even more from our students than is expected from their parents today, our schools must fully meet the challenge of preparing citizens for the 21st century. Current evidence indicates that we are not educating our children well for today, and certainly not for tomorrow.

Problem-solving skills, innovativeness, and resourcefulness become increasingly more important as we move into the future. The kinds of teaching and testing that go on in our schools will be critical in helping our students develop those abilities.

At the same time, full participation in a free society requires a citizenry that is both informed and engaged. Schools can play a key role in educating students to levels that make such participation possible.

Since current South Carolina education reforms represent a systemic approach to change, and the National Goals represent a national consensus on what students should know and be able to do, this chapter takes a systemic approach to assess our progress toward Goal Three. The elements of the educational system which will be examined are:

- students
- teachers and other professionals
- curriculum, instruction, and assessment
- resources
- management
- communication

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

By the year 2000, American students will be expected to demonstrate competency in challenging subject matter and to be first in the world in science and mathematics. Our education system must foster higher levels of learning among students if they are to meet these goals. Tests used to measure students' progress toward the goals must be capable of assessing complex thinking and problem solving skills in addition to content knowledge. Multiple measures are needed to assess student progress toward the goals. These measures must include examples of student performance, such as responses to open-ended questions, projects, and portfolios of student work over time, as well as data from standardized tests.

The current state testing programs provide few direct measures of student progress toward the goals. These programs are currently being reviewed for their comprehensiveness and utility for measuring higher-level skills as well as basic skills. Although the tests currently in use can only provide information on student performance compared to national averages or to basic competency standards, data relevant to Goal Three which can be obtained from the testing program results for Grades 4, 8, and 12 are summarized below.

Grade Four

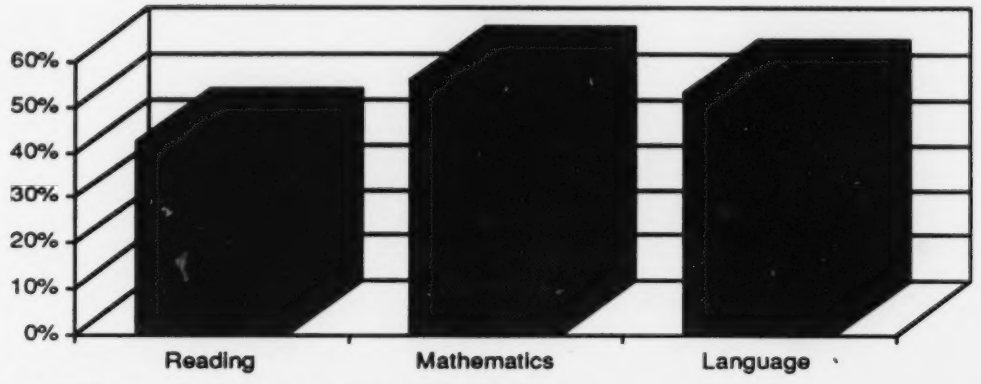
The Stanford Achievement Test, Eighth Edition (Stanford-8), used in South Carolina for the third year in 1992, permits a comparison between the achievement of South Carolina's students and that of a nationally representative sample of students. The national sample of students was tested in 1988.

In 1992, fourth grade students were tested to measure achievement in Reading, Mathematics, and Language.

- More than half of the state's fourth graders scored above the 50th national percentile in Mathematics. (By definition, 50% of the national sample falls above the 50th national percentile.)

- Half the state's fourth graders scored above the 50th national percentile in Language; less than half in Reading.

FIGURE 1
Stanford-8
Percentages Above the 50th National Percentile
Grade 4
1992

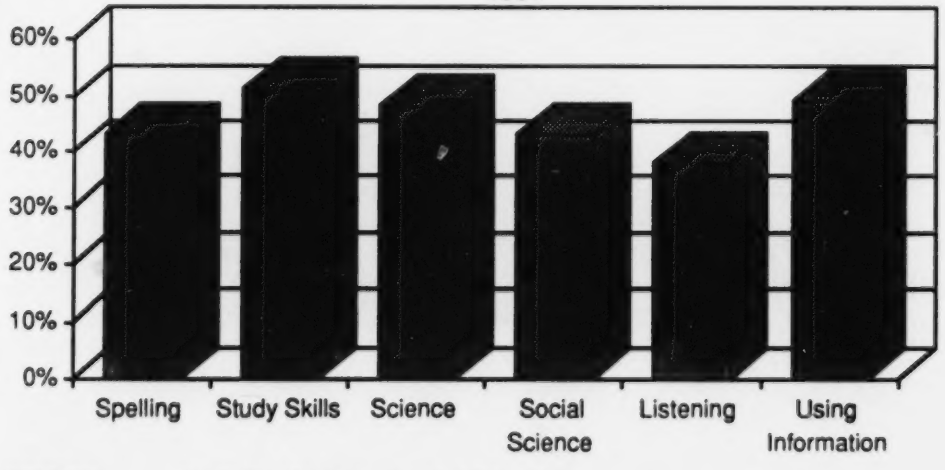


SOURCE: South Carolina Department of Education

Statewide testing of fourth grade students in Spelling, Study Skills, Science, Social Science, Listening Skills, and Using Information Skills was not conducted in 1992.

- Except for Study Skills, data from the 1991 testing program indicate that fewer than half of fourth graders scored above the 50th national percentile in these subject areas.

FIGURE 2
Stanford-8
Percentages Above the 50th National Percentile
1991



SOURCE: South Carolina Department of Education

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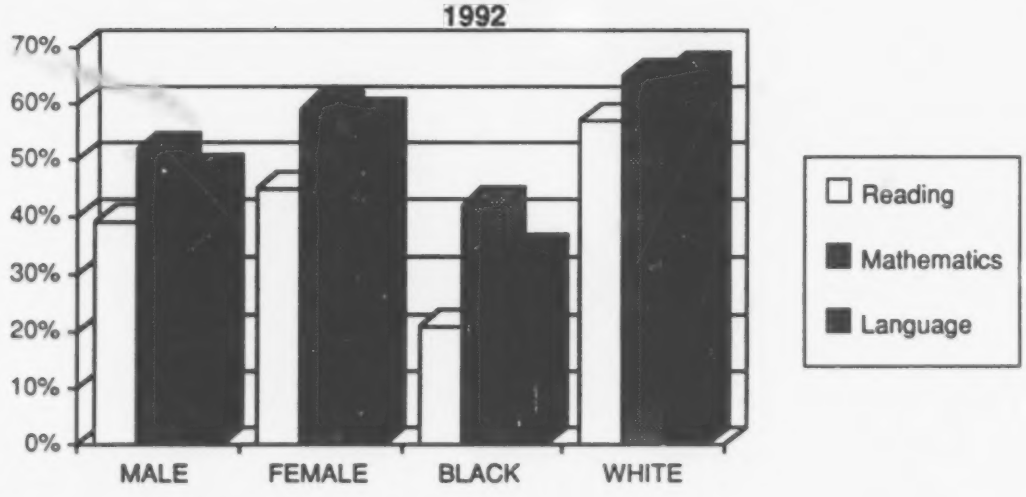
- In 1992 the performance of females exceeded males in Reading, Mathematics, and Language.
- The differences between male and female performance in Reading, Mathematics, and Language were not as great as those between black and white students.
- In each area tested, approximately three-fifths (57% in Reading; 65% in Mathematics; 66% in Language) of the white students scored above the 50th national percentile.
- More than two-fifths (42%) of black students scored above the 50th national percentile in Mathematics; more than one-fifth (21%) in Reading; and more than one-third (34%) in Language.

FIGURE 3
Stanford-8
Percentages Above the 50th National Percentile
By Gender and Ethnicity
Grade 4
1992

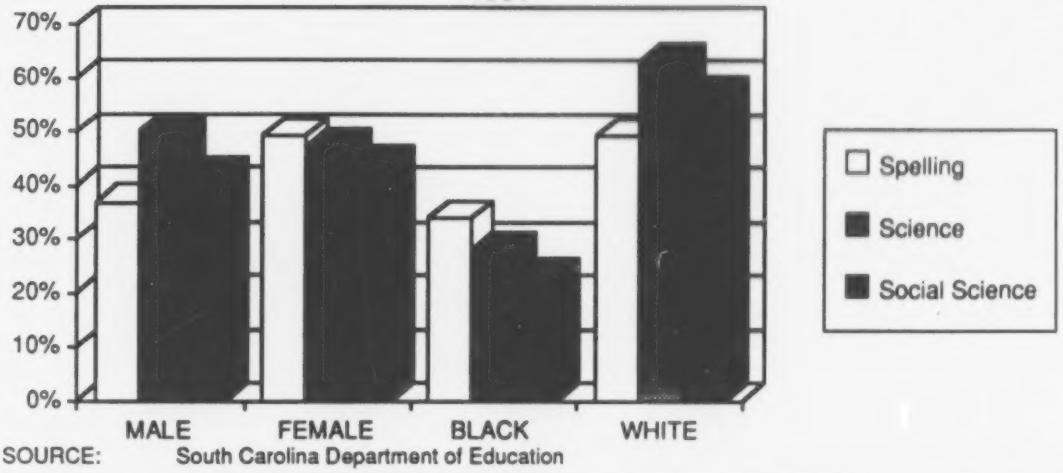


SOURCE: South Carolina Department of Education

Statewide testing of Spelling, Science, and Social Science was not carried out in 1992. However, 1991 statewide data for these subjects are available.

- Female students out-performed male students in all areas but Science.
- The performance of white students exceeded that of black students in all areas.

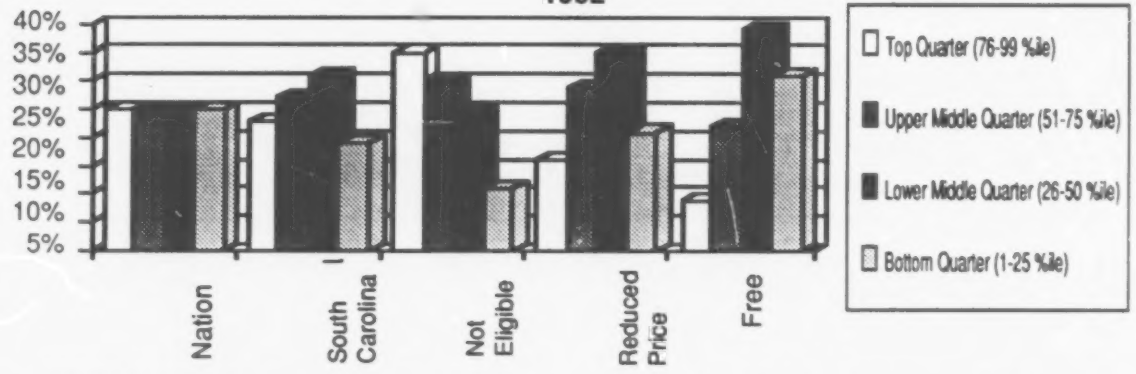
FIGURE 4
Stanford-8
Percentages Above the 50th National Percentile
By Gender and Ethnicity
1991



SOURCE: South Carolina Department of Education

Students of lower socioeconomic status, as indicated by participation in the free and reduced price lunch programs, do not perform as well as other children on the Stanford-8. The distribution of scores by quarters for students eligible for reduced-price and free lunch programs as compared to other students for the 3R Battery Total (combination of Reading, Language and Mathematics) is shown in the following graph.

FIGURE 5
Stanford-8
3R Battery Total*
Percentages of Students In Each Quarter of the National Normative Distribution
Grade 4
1992



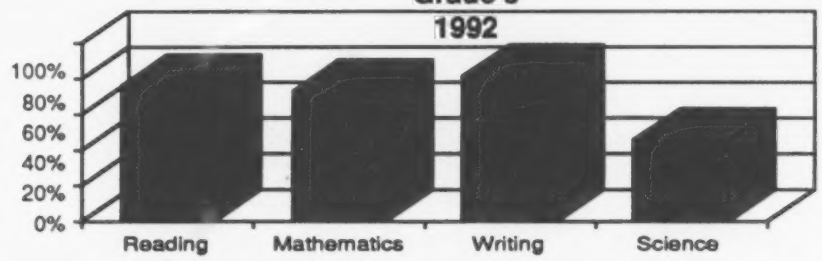
SOURCE: South Carolina Department of Education * Combination of Reading, Language and Mathematics

Grade Eight

The South Carolina Basic Skills Assessment Program (BSAP) established statewide educational objectives in the areas of reading, mathematics, science, and writing. The tests, developed to assess student performance on these objectives, are used only in South Carolina and cannot be used for national comparisons. The tests were designed to assess students' end-of-grade basic skills achievement and are used to assist in the identification of student deficiencies relative to a minimum standard of achievement.

In 1992, approximately three-fourths (75.6%, or 34,042) of the 8th grade students who took BSAP met the standards in reading, 73% (32,897) in mathematics, and 81.4% (36,291) in writing. Less than one-half (45.8%, or 20,375) of the students scored above the standard in science.

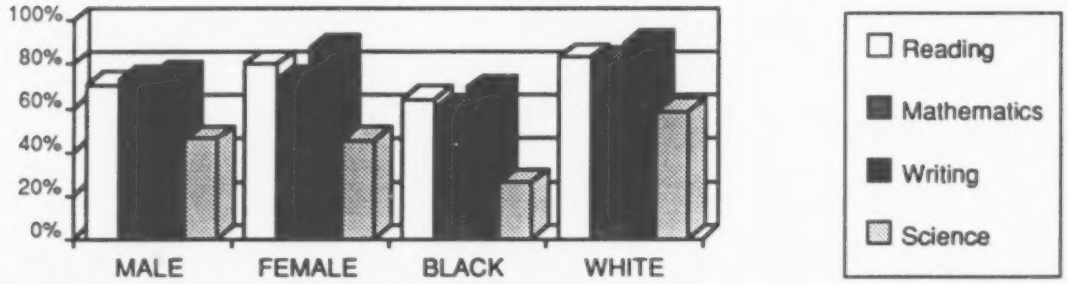
FIGURE 6
Basic Skills Assessment Program
Percentages of Students Meeting the Standards
Grade 8
1992



SOURCE: South Carolina Department of Education

- Except for science, the performance of females exceeded that of males. The percentage of white students meeting the standard exceeded the percentage of black students in each of the four areas tested.

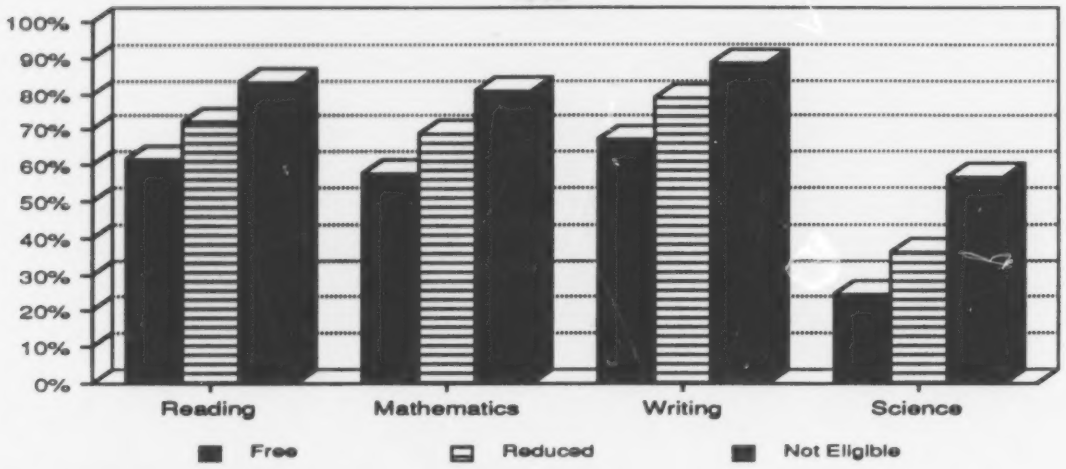
FIGURE 7
Basic Skills Assessment Program
Percentages of Students Meeting the Standards by Gender and Ethnicity
Grade 8
1992



SOURCE: South Carolina Department of Education

- Lower socioeconomic students, as identified by participation in free and reduced lunch price programs, do not perform as well on BSAP as economically advantaged students.

FIGURE 8
Basic Skills Assessment Program
Percentages of Students Meeting the Standards
by Lunch Status
Grade 8
1992



SOURCE: South Carolina Department of Education

Grade Twelve

The Basic Skills Assessment Program (BSAP) Exit Examination assesses basic skills in reading, mathematics and writing. It is taken for the first time by students in the tenth grade. Students who fail to meet achievement standards in one or more subject areas may retake the examination in the eleventh and twelfth grades. Approximately 70.5% (26,649) of tenth graders who took the test for the first time in 1990 met the standards in all three areas; these students would be expected to be members of the senior class in 1992.

Students must meet the performance standards in all three subject areas as one of the requirements for receiving a high school diploma. Students must also earn twenty Carnegie units of high school credit in specific subject areas in addition to meeting the Exit Examination standards. The Exit Examination is a state-developed test and the test data cannot be used for national comparisons.

The only twelfth grade students who take the Exit Examination are those who have not taken the examination or who have not yet met standards on all three sections.

- In 1992, 93.8% (31,406) of the senior class met all three standards on the Exit Examination.

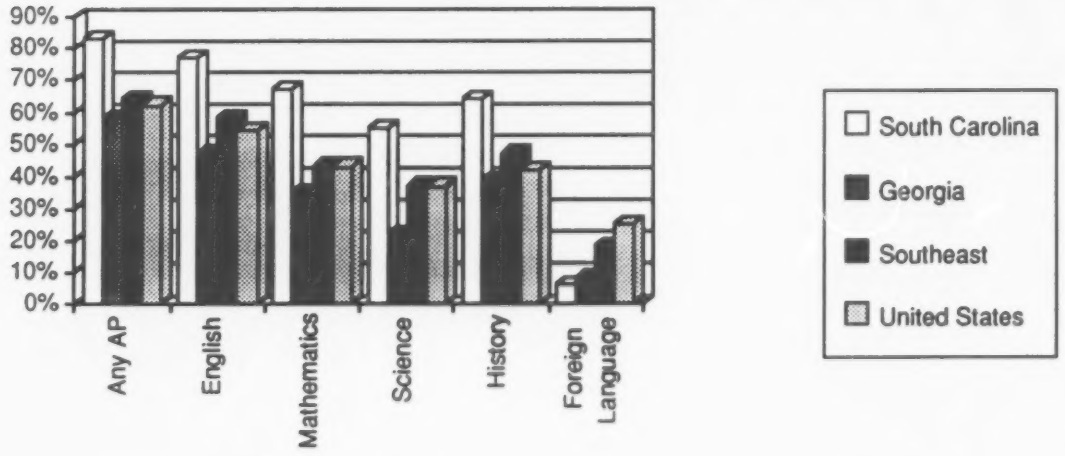
- In 1992, 2.9% (996) of all students had enough units to graduate but did not pass the Exit Examination. Of these, approximately 49% (472) were male and 51% (494), female; almost 76% (733) were black and 22.5% (217), white.

- In 1992, the number of graduates (seniors who had met the twenty unit requirement and passed the Exit Examination) was approximately 60% (29,769) of the 8th grade membership in 1987-88, four years earlier.

Advanced Placement (AP) Examinations

Since 1984, each school district in the state has been required to provide advanced placement courses in all secondary schools which enroll an adequate number of academically talented students to support those courses. Except in the area of foreign language, a higher percentage of South Carolina students attend schools with AP courses than Georgia, the Southeast, or the United States as shown in the graph below.

FIGURE 9
Percentages of Secondary Students Attending Schools with Advanced Placement Programs



SOURCE: The College Board, 1987

Advanced Placement examinations assess what students have learned in classes with challenging course content. Students performing at acceptable levels (scores of 3-5) on AP examinations may qualify for college credit.

- The percentage of examinations qualifying South Carolina public school students for college credit increased from 40% in 1985 to 55% (5,604 out of 10,205 students

tested) in 1992. During the same period, the percentage of examinations qualifying students for college credit nationally decreased from 68% in 1985 to 64% (290,939 out of 453,524 students tested) in 1992.

- The percentage of South Carolina public school students with an exam score of 3-5 surpassed the national percentage on 6 out of 28 examinations in 1992.

Course Taking Patterns of Students

Advanced Placement classes prepare students for the AP examinations. Students who make scores of 3 to 5 on an AP exam may receive college credit for the subject area covered by the test. An analysis of the proportions of Grade 12 students who were enrolled in AP courses in the 1991-92 school year revealed that:

- Approximately 8.1% (2,798) of high school seniors were enrolled in AP English classes.
- The same proportion (8.1%) (2,801) were enrolled in AP history classes.
- Only 5.4% (1,854) were enrolled in AP science classes.

Foreign Language

Although Goal 3 does not specifically address foreign languages as one of the disciplines in which competency is considered critical, proficiency in a foreign language is increasingly important for South Carolina students. Data on foreign language study in South Carolina public schools follow.

- Thirty-three percent (57,270) of students in grades 9-12 were enrolled in foreign languages in 1991-92; 10% (11,375) in grades 7-8; and 2% (6,618) in the elementary grades.
- Opportunities for advanced foreign language study (third year and above) are available in 91 of the 210 South Carolina public high schools.
- Twenty-seven secondary schools offered instruction in Japanese and Russian through the Satellite Education Resources Consortium (SERC) network in 1991-92.
- A 1991 profile of college-bound South Carolina seniors indicates that those who had studied a foreign language for four years had a mean SAT verbal score 114 points higher than the state verbal average.

Youth/Community Service

A 1990 sample survey of secondary schools showed that most South Carolina students are not actively involved in community service activities leading to responsible citizenship.

- In a 1990 sample survey of sixty-eight secondary schools in South Carolina, almost half reported that fewer than 30% of their students were involved in community service activities. Seven percent (7%) reported that more than 60% of students were involved in community service activities.

- Seventeen colleges responded to the survey and reported that fewer than 30% of their students were involved in community service activities.

- A lack of awareness on the part of students was cited as a barrier to participation.

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

There are many factors affecting South Carolina students' progress toward the achievement of demonstrated competency in challenging subject matter. The factors discussed in this section may also affect progress toward Goals 2 and 4. The factors will be summarized below in the context of the elements of the education system:

- students
- teachers and other professionals
- curriculum, instruction and assessment
- human and fiscal resources
- management
- communication

Students

Approximately 625,547 students in kindergarten through 12th grade attended South Carolina public schools in the 1991-92 school year. This represents a .9% increase from the previous year.

- 57.3% (368,193) of public school students were white, and 42.7% (274,162) were nonwhite.

- Approximately 43.2% (271,455) of the students were eligible for federal free/ reduced price lunch programs.

More than 1 in 4 third graders (12,700) in 1991-92 were over-age for their grade. Most of these over-age students were retained at least once. Non-white male students were most likely to be over-age for their grade.

Approximately 86% (41,803) of students attending the eighth grade in 1986-87 received a high school diploma or General Equivalency Diploma (GED) by 1991. Detailed information on dropouts and high school graduation was presented in Chapter Two.

As indicated in earlier chapters, many South Carolina students come from families having great economic, social and health needs.

Teachers

In 1991-92, 37,302 teachers were employed in 91 public school districts.

- 83.0% (30,961) of South Carolina's teachers were female and 17.0% (6,341) were male.

- Almost 19% (7,013) of the teachers were members of ethnic minority groups.

- Slightly more than one-half (50.1%, or 18,688) of the teachers held bachelor's degrees, while 47.9% (17,868) had master's degrees or higher. The remaining teachers held Reserve Officer Training Corps (ROTC) or trades certification.

- The median age of teachers in 1991-92 was 39 years. Over two thirds (68.2%, or 25,440) were between 31 and 50 years of age, while 19.9% (7,423) were younger than 30 and 11.9% (4,439) were older than 50.

- Almost one fourth (23.7%, or 8,841) of teachers had 5 or fewer years of experience, but over one half (56.7%, or 21,150) had more than 10 years of experience. Teachers had a median of 12 years of teaching experience.

Twenty-six public and private institutions of higher education in South Carolina offer approved teacher education programs, and two private institutions have received approval for their proposed programs.

- State and national teacher preparation programs at colleges and universities may be accredited by several authorities.

- The required state program approval process is based on standards established by the National Association of State Directors of Teacher Education and Certification.

- Programs at state-supported colleges and universities must also be approved by the Commission on Higher Education.

- Colleges and universities may also seek accreditation by the National Council on the Accreditation of Teacher Educators (NCATE) and the Southern Association of Colleges and Schools on a voluntary basis.

  An advisory committee on program approval standards is studying incorporating NCATE standards into state standards.

- Professional teacher associations have also established standards for teacher education. These groups include:

  - National Council of Teachers of Mathematics
  - National Science Teachers Association
  - National Council of Teachers of English
  - National Association for the Education of Young Children
  - Other professional associations in history, the social sciences, visual and performing arts, foreign languages, health, and physical education.

Additional training for teachers comes from a variety of sources in South Carolina. These include:

- The federally-funded Title II-Dwight David Eisenhower Mathematics and Science Education Act (DDEMSEA) Programs provide training in science and mathematics education.

- The EIA Competitive Teacher Grant Program awards grants of up to $2,000 to teachers to improve teaching practices and procedures. Grants for groups of teachers are intended to support a coordinated effort to improve classroom teaching practices and procedures at a certain grade level or in a specific subject area.

- Institutions of higher education provide graduate degree programs and courses for recertification.

- The Curriculum and Development Divisions of the State Department of Education provide workshops and sponsor recertification classes for teachers.

- School districts sponsor recertification courses, district-specific activities, and Regional Consortia centers.

- Other independent/private contractors, including commercial vendors, provide staff training activities to school districts.

- Professional associations provide training at conferences and workshops.

A 1991 statewide survey of critical teaching needs, which asked school districts to report the number of unfilled vacancies for different categories of teachers and the additional applications desired, indicated that needs vary significantly by individual district. However, certain teaching specialties were in critical demand statewide.

CRITICAL TEACHING NEEDS IDENTIFIED BY SCHOOL DISTRICTS IN 1991

Teaching Area	Additional Applications Desired	Teaching Positions Left Vacant
Special Education (all areas)	1,324	98
Vocational Education (all areas)	389	20
Foreign Language (all areas)	398	17
Science (all disciplines)	392	27
Mathematics	128	9

- Data from the Critical Needs Certification Program indicate that most teachers who receive their initial certification in these critical needs areas are trained outside of South Carolina.
- Only 22% (116) of all initial science teaching certificates were issued to graduates of South Carolina colleges or universities.
- Only 17% (89) of initial certificates in mathematics and foreign languages were issued to graduates of South Carolina colleges and universities.

Curriculum, Instruction, Assessment

Schools must challenge all students to meet high standards, but performance expectations for students traditionally have been too low. This situation has resulted in programs which focus mainly on lower-level skills and a curriculum which is unchallenging.

Curriculum should focus on thinking, problem-solving, and the integration and application of knowledge. Students should be encouraged and guided by parents, teachers, and counselors to take upper-level courses.

State and national curriculum frameworks are used to help define what students need to know and be able to do. These frameworks also provide guidance on selecting appropriate instructional practices.

- The National Council of Teachers of Mathematics standards in mathematics, and the Tech Prep model curriculum under development, are examples of national curriculum frameworks. Other national curriculum standards projects are underway in science, history, art, and English.

- South Carolina is developing state curriculum frameworks.

  Draft Frameworks in Mathematics, Foreign Language, and Visual and Performing Arts were completed in September, 1992.

  Draft Frameworks in Science, Health, Language Arts and History/Social Sciences will be completed in 1993.

  The draft Framework in Physical Education is expected in 1994.

- School districts have developed and adopted local curriculum guides for use in their schools.

Remedial and Compensatory instructional programs are evaluated for their effectiveness in raising students' achievement levels.

- Federal Chapter 1 compensatory education programs are evaluated annually.

- School EIA Compensatory and Remedial Programs are evaluated each year. School Compensatory Programs which fail to meet the achievement gain standards are process-evaluated by the State Department of Education and may have their funds reduced if they fail to make efforts at improvement.

- Local school districts conduct evaluations of programs in their schools.

Schools are required to provide a ***Defined Minimum Program***, which is currently being revised to provide quality standards for school districts.

The State Department of Education may ***intervene in school districts which fail to provide programs which meet minimum standards.***

Instructional programs for special groups of students are provided through

Federal, State, and local school district funding.

- Approximately 115,000 (25.3%) of the 457,000 students tested in Grades 1-11 participated in EIA Compensatory or Remedial Programs in reading, mathematics, or writing in the 1990-91 school year. These data indicate that 38.1% of all black students and 16.1% of all white students participated in the program. The majority (56.6%) of the participants were eligible for the federal free- or reduced-price lunch program.

- In 1990-91, 60,636 public school students participated in federal Chapter 1 compensatory education activities. More than two-thirds (69.7%) of these participants were nonwhite.

- In the 1991-92 school year, 46,769 students participated in EIA-funded academically gifted programs and 4,856 students participated in EIA artistically gifted programs.

- 78,574 children between the ages of 3 and 22 participated in special education programs funded by the federal Individuals with Disabilities Education Act. These programs are intended to meet the educational needs of students having disabilities ranging from hearing and/or speech impairments to specific learning or emotional disabilities.

- School districts provide locally supported programs for students having special academic, emotional, or physical needs.

Students in Grades 1-12 participate in ***testing programs measuring student achievement.*** These achievement tests include the Cognitive Skills Assessment Battery (CSAB), used to measure readiness for first grade; the Basic Skills Assessment Program (BSAP) tests in reading, mathematics, science, and writing; the Stanford Achievement Test, 8th Edition, measuring reading, mathematics, and language; and the Advanced Placement (AP) tests in which students may receive college credit for high school courses. Student achievement levels are described in the chapters on Goals 1 and 4, as well as earlier in this chapter.

Approximately 214 South Carolina schools participated in the National Assessment of Educational Progress (NAEP) program in 1991-92. Schools participated in the national NAEP assessments in reading, writing, mathematics and science in Grades 4, 8, and 12, as well as in the Trial State Assessments in mathematics in Grade 8 and in reading & language arts and in mathematics in Grade 4. The results will be published in Spring, 1993.

Resources

There were 1,105 public schools in South Carolina operating during the 1991-92 school year. Other community resources which are used for instructional purposes include:

- Science education centers
- Museums and laboratories
- Business and industry
- Public parks and forests
- Governor's School for Science and Mathematics
- Governor's School for the Arts
- Internships or mentoring programs established by businesses or government agencies.

District and state expenditures for public education in 1991-92 were $2,492,670,199.

- Total expenditures including debt service and capital outlay (as well as operating expenses) were $3,084,961,343.

Revenues for education, by source, were:

- $1,450,170,416 in State funding (50.2% of total revenues);
- $1,189,343,532 in Local funds (41.2% of total); and
- $248,992,181 for Federal programs (8.6% of total).

The state budget request for textbook purchases in 1992-93 was $34 million ($49 per student). However, the final appropriation for 1992-93 was $18.6 million ($27 per student).

- Schools are being encouraged to use computers, multimedia, and Educational Television (ETV) in their instructional programs.
- The State Department of Education is developing a statewide plan for the use of educational technologies.
- Educational software is being reviewed to assure its quality.
- The regulations governing the purchase of textbooks are being revised to allow the purchase of software and other instructional materials in addition to textbooks.

Total expenditures for teachers' salaries from all funding sources amounted to $1,050,247,582 in 1991-92.

- The average salary for teachers under contract in 1991-92 was $ 27,950.
- Average salaries ranged from $23,820 for the lowest district to $31,321 for the highest.
- The range of salaries for teachers having from 0 to 17 years of experience was

$18,604 to $42,288.

There are approximately 2,000 new teachers employed in South Carolina every year (about 6% of the total teaching force).

Approximately 41% (802 of 1,946) of all new teachers in South Carolina in 1991-92 were prepared in institutions from other states.

After graduation, many teachers receive additional training from the Title II - Dwight David Eisenhower Mathematics and Science Education (DDEMSEA) Programs. These science and mathematics education training programs are administered by three different groups:

- In 1991, the State Department of Education provided $261,116 in administrative/ technical assistance and demonstration projects involving approximately 2,000 teachers.

- Ninety-one local districts and six special agencies spent $2,350,036 from the DDEMSEA Programs for staff training.

- The Commission on Higher Education expended $870,384 for ten grants to colleges and universities to work with approximately 320 teacher leaders.

Management

There were 2,779 Full Time Equivalent (FTE) instructional personnel other than teachers working in South Carolina school districts during 1991-92.

- In addition, there were 4,389 FTE of administrative and instructional-related staff and 22,649 FTE of other support staff employed by school districts during the same period.

Several administrative leadership development programs were funded by the Educational Improvement Act (EIA). These programs provided staff development in instructional leadership, special curriculum training, and in resource and personnel management.

Efforts to coordinate educational activities include:

- ➤ The South Carolina Council on Collaboration
- ➤ The Governor's Mathematics and Sciences Advisory Board; and,
- ➤ The South Carolina Curriculum Congress.

Communication

Public opinion directly influences educational funding and can influence curriculum and instruction.

The State Department of Education, school districts, and schools provide written and oral communications to the community. These communications range from explanations of policy to compilations of findings from program evaluations.

The performance of the public school system is reported to the public using accountability measures such as the School Performance Report. This report provides information on the overall level of student achievement (as measured by standardized tests) as well as information on gains in achievement observed from one school year to the next.

School Improvement Councils consisting of parents, members of the community, teachers, and administrators evaluate the progress of their schools and set annual and three-year school goals. The Councils prepare an annual School Improvement Report assessing school progress toward their goals. The Improvement Report must be submitted to the school district and to the State Department of Education. The Councils represent an effective means for communicating student, parent, and community needs to the school, and for enlisting community support for the school.

Students and parents must be informed about the importance of planning for post-secondary preparation. Career awareness programs and the Tech Prep initiatives help students with this preparation.

Kindergarten through 12th grade schools also must communicate to improve the articulation between secondary and post-secondary curricula. The analysis of the college performance of high school graduates after the end of the first college year provides information useful for revising high school curricula.

THE CURRENT SERVICE DELIVERY SYSTEM

There are many statewide and regional initiatives underway to advance progress toward Goal Three. Many of these initiatives are pilot programs and projects; others are being implemented statewide.

Students

Tech Prep: The Tech Prep initiative has been implemented statewide in regional consortia consisting of a technical school and surrounding high schools. Tech Prep will allow us to prepare all students for the world of work and higher education. This program

represents a major shift in the high school curriculum to guarantee that all students learn challenging subject matter. Students should prepare either for college or technical school; the general track curriculum may no longer be available. Students in Tech Prep will learn to apply reading, writing, and mathematics skills to the workplace. Since technical workers in the future will be required to solve complex tasks, students preparing for technical careers must possess higher order problem solving skills. Students prepared by the rigorous Tech Prep program will have more opportunities to enhance their self-esteem.

Cities In Schools: Cities in Schools is a statewide collaborative project coordinating educational and social services for students in Grades 7-12 who are at risk of dropping out of school. Cities in Schools programs focus existing community resources on the needs of target students attending public schools or alternative educational sites. The goals of the project are to reduce the number of students who drop out of school and to help targeted students realize their potential as productive, contributing members of the community. Over 1,000 students and their families have been served at the Columbia project site since its inception in 1987. Data from the Columbia site indicate that 90% of the participating students graduate from high school.

The Task Force on Multicultural and Gender Equity: The State Board of Education established a Task Force on Multicultural and Gender Equity in May, 1992, to study multicultural and gender issues related to the educational system and to make policy recommendations for textbook and instructional material approval. The Task Force will focus on:

- Examining Board policies, practices, regulations, and procedures and recommending approaches that will reflect a multicultural and gender-equitable philosophy;
- Recommending a process to advocate broader ethnic and gender representation on the State Board of Education;
- Examining the present method of certification of teachers and recommending comprehensive teacher preparation that may address coursework in linguistics, cross-cultural communications and diverse learning styles;
- Promoting staff development initiatives that are culturally and gender-equitably focused with specific measurable outcomes;
- Reviewing the present student assessment efforts and materials for cultural and gender bias and recommending assessment approaches that are respectful of cultural and gender diversity;
- Developing a policy that will ensure representation of multiple cultures in all curricula. All state-adopted or approved textbooks and instructional materials must reflect multiculturalism in content as well as in instructional strategies.

Primary Success: Six pilot sites are implementing Primary Success, an ungraded elementary school concept, to provide an opportunity to the state of South Carolina to implement an educational model designed to reduce the need for remedial instruction. This model for students attending kindergarten through fourth grade provides an ungraded environment which allows them to become competent and confident learners. Students participating in the ungraded Primary Success school will enter the fifth grade less likely to need remedial instruction or retention in grade later in their school careers.

The Carnegie Middle School Initiative: Based on the "Turning Points" report on the need to reform the education of middle school students, this project emphasizes the need to create smaller, more personal and effective learning environments for pre-adolescent students. Developing a motivating learning environment, building on success rather than failure, school-site professional control over the process, excellent teachers trained to work with early adolescents, and increasing family involvement are primary project goals.

Teachers

- Teacher Preparation

The Goodlad Project: The Goodlad Project for restructuring teacher education programs has been initiated at five colleges and universities in South Carolina. Benedict College, Columbia College, and Winthrop University, Furman University and the University of South Carolina are involved in the project. The Goodlad Project provides for the establishment of Professional Development Schools, in which college faculty provide ongoing technical assistance to schools. Teachers at Professional Development Schools provide assistance to colleges by teaching prospective teachers and serve as exemplars of best teaching practices.

The Military Assistance Council: The Department of Education, in collaboration with the Military Assistance Council, the Employment Securities Commission, the Commission on Higher Education, and the Board for Vocational Technical Education is studying ways to assist individuals leaving military careers to enter the teaching profession. In addition to making use of the valuable skills and experiences of former military personnel, this collaborative is seeking additional ways to recruit experienced civilians to alternative teacher preparation programs.

- Staff Development

Two pending federal grant proposals will provide additional opportunities for science and mathematics teachers to receive additional training.

➤ The South Carolina Universities Research and Education Foundation

(SCUREF) is applying for a grant for $27.7 million over five years from the U. S. Department of Energy.

- The State Systemic Initiative grant will provide $10 million over five years from the National Science Foundation if it is funded. Some of the funds from this pending grant will be used to restructure science and mathematics education teacher preparation programs.

South Carolina Teacher Forum: The Teacher Forum offers outstanding South Carolina teachers the opportunity to meet together, participate in discussions of local, state, and national educational issues, participate in professional development activities, and conduct dialogues with national educational, governmental, and business leaders. Membership in this voluntary organization is open only to state and district teachers of the year. Approximately 60 new teachers join the Forum each year; 369 teachers have been involved in the organization since its founding by the South Carolina Center for Teacher Recruitment in 1985-86. The Forum holds annual conferences, publishes the conference results, and distributes the publications to Forum members and to state education policy makers. Conference topics have included such issues as teacher paperwork; dialogues with state business leaders on educational improvement; implications of basic skills testing and accountability; and school change and restructuring.

Governor's Mathematics and Science Advisory Board (MSAB): The MSAB is developing a statewide plan for improving mathematics and science education. The Board is composed of 14 members which include representatives of the South Carolina Department of Education, the Commission on Higher Education, the Governor's Office, teacher educators and other college faculty, teachers, and business and industry. The ultimate purpose of the MSAB is to drive the kind of systemic change needed to meet world-class standards in science and mathematics. The Board also is developing guidelines for any major mathematics or science grant proposals in South Carolina, such as the National Science Foundation's Statewide Systemic Initiative program.

Curriculum, Instruction, and Assessment

Curriculum Frameworks: The South Carolina State Department of Education is developing state curriculum frameworks which communicate the most important aspects of each subject area which students are expected to learn. These essential elements will be identified and adopted by educators, parents, and members of the community at large. Curriculum frameworks provide a broad understanding of what students are expected to know and to be able to do and usually contain statements on the fundamental tenets of the discipline; standards for student performance; a discussion of the way students learn the subject and suggestions on how to provide the most effective instruction; sample instructional units; and criteria for selecting instructional materials and adopting effective classroom practices.

Curriculum Congress: The South Carolina Curriculum Congress, sponsored by the State Department of Education, consists of over 1,700 educators, parents, business people, and citizens whose role is to help develop the curriculum frameworks, to organize the professional education community to support curriculum reform, and to stimulate innovation and curriculum change in local schools.

RE:Learning: Faculty and administrators at fifteen South Carolina high schools are currently studying the principles of the Coalition of Essential Schools to determine their readiness to become an "essential" school. These schools are participating in the South Carolina RE:Learning Project, a joint project of the Education Commission of the States and Ted Sizer's Coalition of Essential Schools. The South Carolina RE:Learning Project is unique in that its funding comes from the State Fair Association and its state director is the headmaster of a private school. This project marks the only public-private school collaborative of its type in the country. The goals of this public-private sector collaboration include promoting higher order thinking skills among high school students, creating more personalized learning environments, and revising state and district policies to improve classroom instruction.

Arts Education: The Target 2000 Arts in Education and Arts in Basic Curriculum initiatives have placed South Carolina at the leading edge of the arts education reform movement.

- The Arts in Basic Curriculum project represents a partnership among the Department of Education, South Carolina Arts Commission, and over thirty other organizations. This program fostered the development of a comprehensive arts education plan for South Carolina and was hailed as one of the finest to be submitted to the National Endowment for the Arts.

- The Target 2000 Arts in Education Competitive Grant project is designed to develop arts education programs for schools in dance, drama and theater, music, and visual arts. The project has enabled local districts to plan and implement comprehensive, sequential curricula in arts education. These district-level programs have as their main intent to promote development of the arts based on the South Carolina curricula frameworks for arts education. The Competitive Grants project, now in its third year of funding, is implemented in 105 pilot sites in 42 school districts. As a result of this initiative, a number of school districts are involved in curricula planning or implementation which balances production and performance and the study of art history, art criticism and aesthetics.

- Both of these initiatives have generated state-level curriculum frameworks for dance, drama and theater, music, and visual arts; teacher training packages for classroom teachers, art specialists, and administrators based on those frameworks; a continuing summer arts education leadership academy for district teams of administrators, teachers, and art specialists; model site projects; and, perhaps most importantly, significant statewide support for arts education.

Assessment Initiatives: Efforts are under way to revise the state testing programs so they will be compatible with the curriculum frameworks, using recommendations from the Governor's Task Force for Accountability and the Educational Excellence Team's report on student performance assessment.

- *Twelve Schools Project*: Schools participating in the Twelve Schools Project are working with the State Department of Education to develop performance-based assessments. Information, models, prototypes and tasks developed by these schools will be used in revising state testing programs. Participating schools are exempt from the current testing program so they may be free to develop and use curriculum frameworks and alternative assessments.

- *New Standards*: The New Standards Project is a national program designed to develop a national assessment system using performance-based assessments of literacy and mathematics which were developed by teachers. Twenty teachers in eight South Carolina schools participated in the project in 1991-92. The Project will be expanded in 1992-93 to include eighth- and tenth-grade teachers and students. Student work readiness skills will also be assessed along with those in literacy and mathematics.

- *National Assessment of Educational Progress (NAEP)*: Selected South Carolina schools will participate in the NAEP field testing in 1993 and in the NAEP assessments in 1994. These assessments in mathematics, reading, science, U. S. history, and geography will be administered to students in Grades 4, 8, and 12. The assessments will feature challenging questions which will require them to demonstrate what they are able to do. The assessment results are reported at the state, regional, and national levels.

Resources

Technology: The State Educational Technology Plan currently under preparation will provide a comprehensive blueprint for improving students' academic achievement through the use of new and emerging technologies and through the more effective use of already available instructional materials and technology.

Instructional Materials: The process for selection of instructional materials has been revised to ensure that selection criteria reflects content knowledge and instructional approaches consistent with the curriculum framework for each subject area.

Management

Total Quality Education: South Carolina is engaged in the implementation of Total Quality Education (TQE). TQE is an ongoing process for restructuring the state agency,

- New ways to assess student performance
- Revitalizing the teaching profession
- Preparing students for the work force of the future
- Business partnerships
- Re-engaging families and the community

Restructuring the State Department of Education: The restructuring of the State Department of Education represents a major step toward redirecting the agency's focus from regulation to the provision of technical assistance to schools and school districts.

School Quality Standards: In addition to re-evaluating the current levels of performance standards for students, South Carolina educators are re-examining the standards by which we judge school quality. The indicators and criteria used to assess, report, and reward school performance are being scrutinized by a team from the State Department of Education. The objective of this study is to develop consistent, sharply focused measures of school quality that encourage efficient, effective use of resources to enable students to become responsible citizens, ready for work or further study.

Communication

Public Information: The monthly *QUEST* newspaper published by the State Department of Education provides education news and highlights to teachers, administrators, school board members, chairpersons of school advisory councils, and other interested citizens. In addition to providing news and a forum for discussion of educational issues, the paper includes teaching position announcements from the South Carolina Center for Teacher Recruitment.

Regional Total Quality Education Coordinating Councils: These six councils, each composed of 30-40 representatives appointed by the State Superintendent of Education and by other heads of agencies responsible for providing services to children, are developing ways to achieve the National Goals in their regions. They have met for two-day retreats at which they received training in Total Quality Education, studied data available about each goal, and brainstormed ways to reach the goals.

America 2000 Satellite Town Meetings: Each of these nationally televised "town meetings" will provide citizens the opportunity to share their views on how their communities can achieve each of the six National Education Goals. Communities will be linked by satellite, and viewers can address their comments to the panelists and to each other using the satellite hookup.

local districts, and schools geared toward meeting national and state goals. The process requires that schools, districts, and state agencies continually examine their relationships with citizens and with each other to assure that the needs of all are met. TQE represents the application to the school setting of the management practices championed by W. Edwards Deming.

TQE has three vital strands, each of which is being implemented:

- Establish maximum learning standards for all students.
- Restructure learning organizations so they are able to assure that students meet maximum standards for learning.
- Involve all citizens to provide excellence for all students.

South Carolina Council on Educational Collaboration: The Collaborative Council encourages and assists the collaboration efforts of elementary and secondary schools, higher education, government agencies, and business. Its members include the Governor, the Commissioner of Higher Education, the State Superintendent of Education, the Presidents of the Councils of Public and Private College Presidents, the South Carolina Teacher and Professor of the Year, a dean of a college of education, a school district superintendent, a school principal, an elementary and a secondary school curriculum specialist, the Vice President for Education of the South Carolina Chamber of Commerce, and a business representative selected by the State Board of Education and the Commission on Higher Education. The Council has sponsored two statewide conferences on educational collaboration and has assumed additional responsibilities in coordinating and seeking funds for collaborative projects. For example, the Council coordinates the work of the Mathematics and Science Advisory Board, provides oversight for the Goodlad Project to reform teacher education, and publishes a *Catalog of Current Collaborative Efforts in South Carolina*. The Council is also sponsoring Total Quality Education (TQE) training in six local school districts.

South Carolina Center for the Advancement of Teaching and School Leadership: Many South Carolina schools are engaged in restructuring the relationships among teachers, students, and administrators so the schools may focus better on instruction and on the needs of students. The South Carolina Center for School Leadership has 70 associate schools who examine roles and relationships and foster site-based management. The essential elements of school restructuring include:

- Participatory decision making
- Flexibility and innovation
- Revamping curriculum, instruction, and scheduling

The South Carolina Business-Education Partnership for Excellence in Education: The Partnership adopted a five-year work plan in fall 1992 focusing on achieving the National Education Goals and providing studies and advice on educational policy to the General Assembly.

In 1992-93, the Partnership and its three subcommittees will develop an action plan to help achieve National Goal One: By the year 2000, all children in America will start school ready to learn. The subcommittees will gather information on the most effective approaches to improve children's readiness for school, review current statewide programs, funding, and policies related to young children and their families; and conduct outreach programs designed to solicit recommendations from the public on how best to achieve readiness for first grade for all children.

The Business-Education Subcommittee of the EIA and Target 2000: This Subcommittee, composed of legislative, business, and community members, studies the EIA budget each year and makes recommendations to the legislature regarding needed increases and decreases in appropriations. The Subcommittee also communicates the status of school reform to the public each year through its Reports on the EIA and School Reform and *EIA Updates* distributed to parents, educators, and citizens throughout the state. A primary focus of the Subcommittee is to work with state policymakers on assessing the current status of school reform in South Carolina and devising and implementing new, more effective approaches to school improvement.

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

Just as a physician must assess a patient's health as an integrated system rather than as a collection of unrelated symptoms, education must be examined as an integrated system rather than as a set of isolated programs if it is to be improved.

While extensive reform efforts have shown positive results, the pace of this improvement has slowed in recent years. The education system is slow to accept innovation, resists change, and is held back by competition among special interest groups. Representatives of the Education Commission of the States, U.S. Chamber of Commerce, Business Roundtable, National Governors' Association, and U.S. Department of Education have agreed on the urgent need for a systemic approach to education reform.

A systemic approach to change is comprehensive, coordinated, and long-term; it is not focused on unrelated programs intended to provide a "quick fix" to an identified problem. The systemic approach to reform will remove barriers to innovation and grass-roots efforts to improve individual schools, and will shift the balance of power and control from centralized educational bureaucracies to teachers, parents, school principals, students,

and members of the school community.

Reform leaders agree that:

- our expectations of students and schools must be higher;
- even though we know what works in education, we are only implementing improvements on a small scale now and we should be finding ways to implement them more widely;
- we need to develop a consensus on what we expect students to know and be able to do, on how we will ensure that our children meet these goals, and on why these goals are important;
- our educational policies and programs must support learning and must be coordinated with each other so they more efficiently further student learning;
- each state must develop a "critical mass" in its restructuring efforts for school systemic change; and,
- public support is critical for success.

Several important issues must be addressed if we are to be effective at helping students reach Goal Three.

Students

High Expectations: Expectations must be raised for all students to ensure that they complete school and possess the skills needed for the twenty-first century.

Students benefit when teachers and parents expect them to do well in school. Low expectations lead to lower self-esteem and reduced motivation among students. All students must be expected to be successful if we are to reduce the dropout rate and increase school achievement.

- Only seven out of ten eighth grade students graduate from high school five years later.
- Fewer than two-thirds (64%) of minority males attending eighth grade graduate from high school five years later.
- Only 28% of South Carolina students taking the Scholastic Aptitude Test (SAT) were enrolled in 20 or more academic courses in high school, compared with 41% of students nationally.

Promotion/Retention: Promotion and retention policies are associated with lower achievement and increased dropout rates.

While retention can benefit some students, the research evidence suggests that most retention is unnecessary. Retention policies which rely too heavily on single measures, such as a standardized test score, for making the decision to promote or retain a child may simply result in labeling the child as a failure, making it that much more difficult for the child to be motivated to succeed in school.

- Approximately 11.9% (5,632) of first grade students were retained in the first grade in 1990-91.

- By the end of the third grade in 1991-92, 39.5% (4,070) of all nonwhite males were over-age for their grade. Most of these students were retained in grade at least once in the first three grades of school.

Teachers

Teacher Preparation: Teacher preparation is of uneven quality and is affected by conflicting standards.

- There are different expectations for elementary and secondary teacher preparation programs; few programs are designed for middle school preparation.

- Standards vary widely among state teacher credentialing authorities, professional associations, and other advocacy groups.

- There are conflicting college accreditation processes for preparation programs, including two national associations, the Commission on Higher Education and the State Department of Education. This situation leads to fragmentation and crowding of teacher preparation curricula.

Critical Needs for Teachers: There are critical shortages in the numbers of trained teachers available to teach mathematics, science, foreign languages, vocational education, and special education.

- Relatively few of the mathematics, science, and foreign language teachers needed are being trained at South Carolina colleges and universities: only 225 of all initial science teaching certificates and 17% of all initial certificates in mathematics or foreign languages were issued to graduates of South Carolina colleges or universities in 1991.

- The Critical Needs Teacher Training project trains 50-60 teachers per year with an

appropriation of $380,000 per year.

Professional Development: A comprehensive professional development system is needed.

- Professional development resources are fragmented.

- The training offerings from the multitude of suppliers (public and private; local, state and federal; commercial and non-profit; K-12 schools and colleges and universities) are disconnected. The quality, intensity and purpose of staff training vary greatly among suppliers. No commonly accepted standards or principles of effective professional development programs have been articulated.

- No system is in place to provide professional development explicitly for individual or school identified needs. Schools report few discretionary resources for professional development.

Curriculum, Instruction, and Assessment

Curriculum Alignment: There is a lack of alignment among curriculum, instruction, and assessment.

Curriculum alignment refers to the need for teachers, students, parents, and community members to understand and agree to what is most important for children to know and be able to do. The instructional approaches and testing programs used must be appropriate to the curriculum for students to be able to learn the curriculum and for teachers to be able to accurately assess students' learning.

Remedial/Compensatory Programs: Remedial and compensatory programs result in labeling students and their effectiveness as a means of raising student achievement is decreasing.

- Almost 49% (29,434) of EIA Compensatory or Remedial Program participants in reading in Grades 2-11 had participated in the program in reading the previous year. Approximately 43% (25,663) of mathematics program participants had also participated in a mathematics program the year before.

- Data from a longitudinal analysis of the Class of 1996 indicate that 38.4% (4,642) of the participants in Compensatory or Remedial reading programs had participated for at least three of the seven years studied. Among mathematics program participants, 32.7% (4,247) had participated in a mathematics program for at least three years.

- The percentages of Compensatory Program participants who met the Basic Skills Assessment Program (BSAP) achievement standard in 1991, after having failed to

meet the standard the year before, was the lowest observed in the last five years.

- The achievement gains of participants in the 1991 Compensatory mathematics and Remedial reading programs were also the lowest observed in the last five years.

Post-secondary Preparation: Schools do not provide all students with skills appropriate either for higher education or for the world of work.

- Approximately 13% (1,980) of the college freshmen who graduated from South Carolina high schools in 1991 took sub-freshman courses in their first year of college. These courses are intended to remediate student deficiencies in specific subject areas and generally do not result in college credit upon successful completion.

Resources

There is an uneven distribution of funding, resources, materials and assistance around the state.

- Although the median district wealth, or fiscal capacity, per student in 1991 was $9,710, the wealth among districts ranged from a high of $81,344 to a low of $4,342.

- In 1990-91, the median district revenue per pupil from local, state, and federal sources (excluding revenues from adult education programs, community services, pupil activities, capital outlay, and debt service) was $4,119.52. However, the district per pupil revenues ranged from a high of $5,603.30 to a low of $3,519.08.

Management

Competing Interests: Competing interests cripple the movement toward systemic education reform.

Advocates for specific programs often are not familiar with other elements of the educational system which may be trying to accomplish similar or complementary outcomes. To advocates of a particular program, other programs may be seen as competition for scarce resources. However, during this period of declining resources, all educators and policy makers must make program decisions based on the system as a whole. School administrators and teachers must have maximum flexibility to allocate their scarce resources to serve the needs of their students.

Communication of the Need for Change

Communications: South Carolina needs a communications system to provide the

public dialogue that will support proposed major changes in education.

The restructuring of schools and of our school system involves making major changes in the traditional relationships among teachers, administrators, parents, and members of the community. It is important to build public understanding of the need for these changes and for all members of the community to participate in them.

Collaboration: There is a need for increased collaboration among all stakeholders.

Although the need is great, the prospects for increasing resources for education are slim. Helping our students meet the National Goals will require that we maximize the use of available resources. This will require that agencies work together to avoid duplication and to increase the resources available to improve education.

RECOMMENDATIONS FOR ACTION

<u>Students</u>

High Expectations:

- Expand applied learning opportunities and the use of cooperative teaching strategies to facilitate learning.
- Help students celebrate their diversity and enhance their self-esteem through cultural awareness activities.

Promotion/Retention:

- Examine current legislation and regulations concerning the establishment of criteria for district promotion policies. Consider the recommendations of the Governor's Task Force for Educational Accountability and the Education Excellence Team on Promotion and Retention Guidelines, and research which indicates that retention is the key predictor of dropping out of school.
- The State Department of Education should assist districts to become knowledgeable about research on the effects of retention and about program initiatives designed to effectively deal with failure in school.
- The State Department of Education should discourage the practice of holding kindergarten students in transitional classes prior to entering first grade.

Technical assistance should be provided to districts in exploring alternative first grade programs.

- The State Department of Education should continue to explore non-graded and accelerated programs, such as the Primary Success and Accelerated Schools projects, to reduce or eliminate retention in Grades 1 through 3.

- The State Department of Education should continue to support legislation which minimizes state-mandated standardized testing, and eliminate such testing in Grades 1 through 3.

- School district boards of trustees should reassess their promotion and retention policies in light of current research, in order to ensure students the maximum opportunity to succeed. This reassessment should focus on the current observation that black students and male students are more likely to be retained.

- School districts should be encouraged to develop aggressive intervention programs for students at risk of school failure. Examples of such programs include the use of volunteers as tutors, mentors, case management, acceleration through computer-assisted instruction, special summer classes, and extended day programs.

- School districts should intensify efforts to implement the Turning Points recommendations for middle school restructuring and to re-examine school characteristics which may be associated with higher retention rates.

- Studies should be conducted which identify high-achieving schools which have low retention rates to examine their instructional programs and policies on retention to identify the sources of their success. Successful models should be publicized for other schools to consider for adoption.

Teachers

Teacher Preparation:

- Work with the Commission on Higher Education, deans of colleges of education, and State Department of Education (SDE) certification officials to study the level of academic rigor required for elementary teacher preparation. Promote programs specifically geared toward middle school teacher preparation.

- Build a comprehensive, systemic preparation program for teachers, administrators and support staff based on research and best practice.

- Work through the Teacher Forum to consider standards of the National Teaching Standards Board as they are developed.

- Consider establishing accelerated teacher education programs in areas of critical need.

- Work with a committee composed of deans of colleges of education and SDE Teaching Professions offices to develop a plan for incorporating National Council for the Accreditation of Teacher Education (NCATE) standards into state program approval standards to enhance their quality.

- Examine requirements for all areas of certification in light of the Curriculum Frameworks and align requirements to support curriculum and assessment reform.

Critical Needs for Teachers:

- Encourage additional accelerated teacher preparation programs for baccalaureate degreed candidates in areas of critical need.

- Award competitive grants to multiple sites for the training of teachers in critical areas of need.

Professional Development:

- Develop a comprehensive, systemic professional development system for teachers, administrators, and support staff.

- Identify funds used from all sources for all types of delivery programs. Study the use of funds to determine: a) cost effectiveness, b) equitable distribution of funds, and c) percentage of dollars which actually reach teachers as opposed to being used for overhead or administration.

- Redesign and link licensing and certification to a total professional development system.

- Develop and adopt quality standards for teacher professional development programs.

- Realign the allocation of funds to support school based decision-making regarding staff development experiences. Establish a regional delivery system for staff development using the Mathematics and Science Centers which may be established with federal funding.

Curriculum, Instruction, and Assessment

Curriculum Alignment:

- Build a consensus on what it is most important for students to know and be able to do.

- Develop curriculum frameworks based on that consensus and facilitate their distribution and review. The frameworks will establish standards for instruction and assessment in each subject area.

- Redesign the assessment system to support frameworks, and align the system with instruction to achieve the two major goals of assessment: instructional improvement and accountability. Design an assessment system to a) set standards and b) set clear guidelines about the purposes and uses of different assessment results.

- Provide ongoing support for research and development in classrooms, centers and institutions of higher education to identify the future direction of educational improvements in mathematics, science, and other subjects.

Remedial/Compensatory Programs:

- Efforts should be made to ensure that high academic standards are applied to all students in all grade levels and that students receive needed compensatory educational services as early as possible in their school careers. The influence of the relatively low standards for achievement in the elementary grades on students' Remedial/Compensatory Program participation status later in their school careers should be investigated.

- The instructional approaches and curricula provided for Remedial and Compensatory Program participants should be reviewed and modified to ensure that participants have opportunities to develop and employ higher order thinking skills.

- The effects of the current performance standard for school programs on overall levels of achievement and on expectations for student achievement should be studied, and the establishment of a higher standard should be considered.

- Additional measures of program success must be identified to provide a more comprehensive evaluation of program effectiveness and to make use of the performance assessments currently being developed to supplement standardized, multiple choice tests.

- Alternate methods of delivering program services to Compensatory and Remedial Program participants should be identified and utilized. Existing barriers that reduce the flexibility of school district personnel to implement alternative approaches to service delivery should be eliminated.

Post-secondary Preparation:

- Eliminate the general track of studies in all subjects in high schools.
- Using the curriculum frameworks as a guide, redesign outcome-based programs for special students.
- Provide ongoing support and expansion of the Tech Prep program.

Resources

- Specify an array of enriching and effective instructional experiences for all children through the process of developing, critiquing, and arriving at a consensus on state curriculum frameworks.
- Identify the resources and funding needed to implement the curriculum frameworks.
- Develop and support equitable funding for schools based on the curriculum frameworks.
- Establish equitable access for all students to instructional materials and facilities.
- Develop and support a system allowing equitable access for teachers to professional development and technical assistance opportunities.
- Facilitate greater use of South Carolina's distance learning network by creation of a coordinated statewide plan for technology.
- Study and develop a plan for coordinating delivery systems, combining programs when necessary for increased efficiency in delivery and increased access and equity.

Management

Competing Interests:

- Study funding sources for the current delivery system and develop a plan to

coordinate services, possibly combining resources.

- Work with interest groups, such as the Blue Ribbon Business-Education Partnership Committee, South Carolina Education Goals Panel, Kids Count, South Carolina Council on Educational Collaboration, and professional associations to identify consensus points for reform.

- Revise legislation to allow flexibility in school management.

- Allocate maximum dollars to programming and direct services to teachers, schools and parents.

- Conduct a comprehensive review of existing rules and regulations to identify those that are not conducive to school restructuring.

- Establish clear system standards and benchmarks for each National Goal; measure the performance of agencies on outcomes, not inputs, related to the goal.

- Expand the Network for Systemic Initiatives to carry ideas and information about research, policy and best practice into each area of education reform.

Communication of the Need for Change

Communications:

- Through public review of the state curriculum frameworks, establish agreement among all communities in South Carolina on what all children should know and be able to do.

- Train administrators and teachers regarding the need for change, and how to communicate that need to parents and students.

- Reach out to parent and student groups to include them in discussions about education processes and proposed changes in the system.

- Coordinate communication between post-secondary and K-12 schools regarding the performance of students in their first year of post-secondary education.

- Revise and update the School Performance Report to a) measure meaningful indicators, and b) communicate clear messages to parents and schools.

- Improve communications with students regarding the need to set high

expectations for their career plans.

- Create an ongoing system of communication that facilitates continuous improvement and reform in each goal area. Establish a public and professional awareness program.

Collaboration:

- Create centers to distribute resources, materials and assistance to all areas of South Carolina. These centers will represent a unique partnership of K-12 education, higher education, technical education, government agencies and business.

- Encourage community and agency collaboration for the delivery of services.

- Establish an infrastructure for the equitable delivery of resources and services to meet the state's learning needs. Measure the extent and quality of the delivery of services.

- Redefine state agencies using a philosophy of "steer, not row" to result in lean, responsive and mission-driven organizations.

CHAPTER FOUR
SCIENCE AND MATHEMATICS

By the year 2000, U. S. students will be first in the world in science and mathematics achievement.

We have observed major changes in the governments and economies of other countries in recent years. Economic competition has taken the place of competition for military supremacy. Our competitors in the world have made use of new technology and new management techniques to challenge us effectively in the marketplace. Our economic development and our quality of life will be dependent on our ability to respond to the growing technological and social complexities associated with world competition.

The technological complexity of the workplace of the future demands that students become mathematically and scientifically powerful learners, capable of creative problem-solving far beyond the level of rote mathematical computation and memorization of scientific "facts." The "basic skills" of the future include not only reading, writing, and arithmetic, but also communication skills, higher-order problem solving skills, and scientific and mathematical literacy.

Unfortunately, studies indicate that American students are not well prepared in science and mathematics compared to students from many other countries. For example, a comparison of the science achievement of American middle- and high-school students with that of students in sixteen other countries revealed that our students performed poorly, and that we should be concerned about the scientific literacy of our work force if we expect to compete successfully with many of the other countries studied.

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

There is little information available on direct measures of the progress of South Carolina's students toward meeting Goal Four. South Carolina students have not participated in the international studies of science and mathematics achievement, and the tests used in the state testing program provide data only compared to national averages or to the percentages of students meeting basic competency standards. However, some of the available measures of achievement or aptitude may be used to draw conclusions about student progress compared to the national average.

Advanced Placement (AP) Examinations

South Carolina high schools have been required to offer advanced placement courses since 1984. These courses are intended to prepare students for the AP examinations, which students usually take in the eleventh or twelfth grade. The AP examinations are comprehensive and challenging. Students who achieve scores of 3 to 5 may receive college credit in the subject area tested.

South Carolina students took AP examinations in five science areas and in four mathematics and computer science areas in 1992. The 1992 results are listed in Figure 1 below. Compared to students nationally, the percentages of South Carolina students scoring "3-5" was higher for the two Physics C examinations and for the Calculus BC and Computer Science AB examinations. (However, only nine South Carolina students took the Computer Science AB test.)

FIGURE 1
Advanced Placement (AP) Examinations
Science and Mathematics
1992
Science

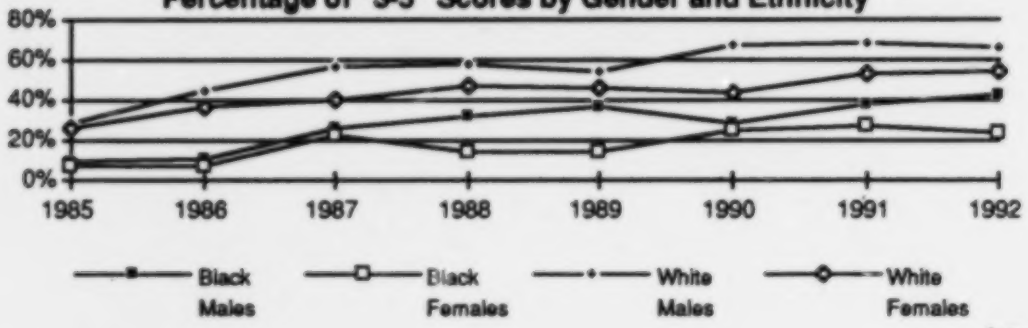
AP Exam	#Exams Taken	# 3-5 Scores	% 3-5 Scores
Biology	918	569	62%
Chemistry	391	195	50%
Physics B	132	71	54%
Physics C: Mech	47	40	85%
Physics C: E&M	27	23	85%
Calculus AB	1899	1065	56%
Calculus BC	148	130	88%
Computer Sc. A	175	53	30%
Computer Sc. AB	9	7	78%

SOURCE: The College Board

- Although the percentage of white males scoring "3-5" on Advanced Placement science increased substantially from 1985 to 1991, the percentage declined between 1991 and 1992 (see Figure 2 below). The percentage of white females scoring "3-5" increased between 1991 and 1992, and has increased substantially since 1985.

- The percentages of black males and females scoring "3-5", although lower overall than the percentages for white students, have shown dramatic increases between 1986 and 1991. Although the percentage of black females scoring "3-5" declined between 1991 and 1992, the percentage of black males scoring "3-5" continued to increase in 1992.

FIGURE 2
Advanced Placement Science*
Percentage of "3-5" Scores by Gender and Ethnicity



* exams

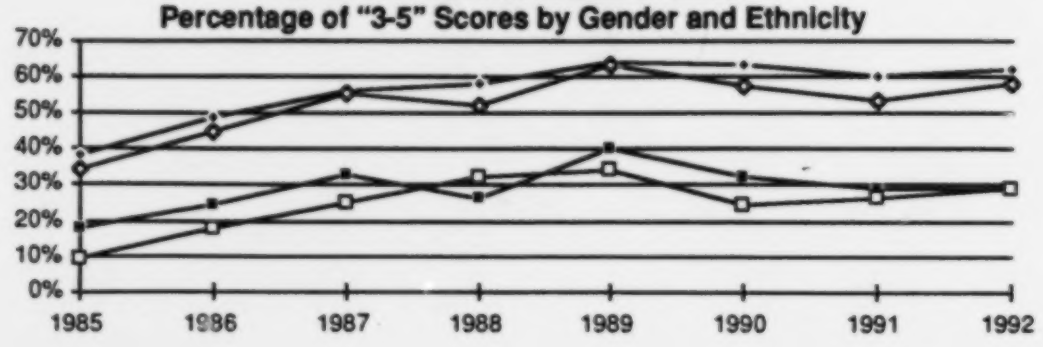
SOURCE: The College Board

Mathematics

- The percentages of white males and females scoring "3-5" on Advanced Placement mathematics tests increased steadily between 1985 and 1989. The percentages declined between 1989 and 1991, and increased again in 1992.

- The percentages of black males and females scoring "3-5," although lower than those for white students, also increased between 1985 and 1989, when they began to decline. The percentages of black females scoring "3-5" have increased since 1990, and the percentages of black males remained the same in 1991 and 1992.

FIGURE 3
Advanced Placement Mathematics*
Percentage of "3-5" Scores by Gender and Ethnicity



* Includes Computer Science A and AB and Calculus AB and BC

SOURCE: The College Board

Scholastic Aptitude Test (SAT)

The Scholastic Aptitude Test measures verbal and quantitative abilities to predict a student's future success in college. The test does not provide a direct measure of student achievement in literacy or mathematics. South Carolina students take the test because it is required for admission to many colleges. Fifty-nine percent (21,223) of the Class of 1992 in South Carolina took the SAT.

In addition to the fact that the SAT does not directly measure student mathematics achievement, there are other problems associated with using average SAT scores as indicators of South Carolina student performance in mathematics (science is not tested on the SAT). For example, the test results do not provide a good indicator of overall student performance because only some of the Class of 1992 took the test, and those who did take the test were not members of a randomly selected sample. Also, since the proportions of students who take the tests vary greatly among the states, it is difficult to interpret state-by-state comparisons.

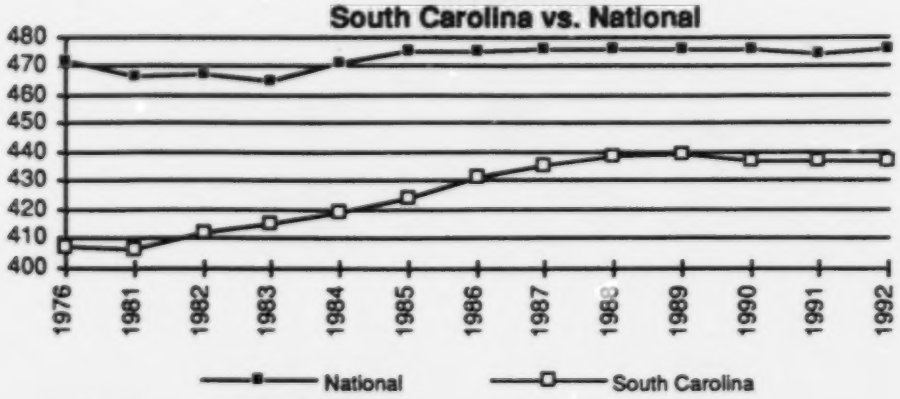
However, comparisons of average SAT scores over the years reveal trends in the performance of students who took the test.

Mathematics

The average SAT mathematics scores for South Carolina students have consistently been lower than the national average scores. The gap between South Carolina and national average scores has decreased over the years, but the gap has not been closed.

After steadily increasing from 1981 to 1989, South Carolina average SAT mathematics scores have declined or plateaued in the years since 1989.

FIGURE 4
Average SAT Scores
Mathematics
South Carolina vs. National



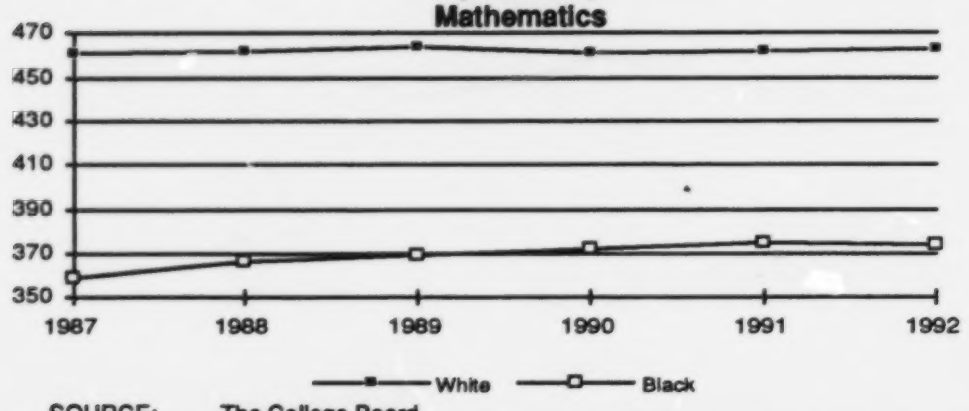
SOURCE: The College Board

SAT scores have been reported by gender and ethnicity since 1987. The performances of these demographic groups are presented in Figures 5 and 6 below.

South Carolina black students have shown an overall gain in average SAT mathematics scores which substantially exceeds the gain for white students. However, between 1991 and 1992, the average SAT mathematics score for black students declined by one point and that for white students increased by one point.

Black students have consistently scored below white students on SAT mathematics in South Carolina.

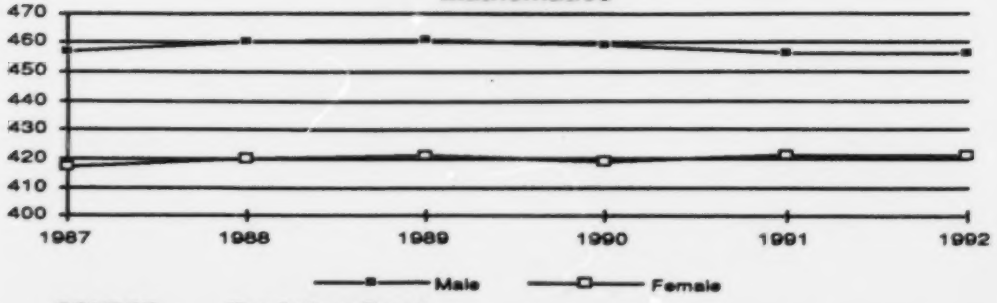
FIGURE 5
Average South Carolina SAT Scores
By Ethnicity
Mathematics



SOURCE: The College Board

The average SAT mathematics score for males increased from 1987 to 1989, but decreased since then to levels below the 1987 average. The average scores for females increased between 1987 and 1992. However, average SAT mathematics scores remain much higher for male than for female students.

FIGURE 6
Average South Carolina SAT Scores
By Gender
Mathematics



SOURCE: The College Board

Stanford Achievement Test

The Stanford Achievement Test, Eighth Edition (Stanford-8), used in South Carolina for the third year in 1992, provides a comparison between the achievement of South Carolina's students and that of a nationally representative sample of students. The national sample of students was tested in 1988.

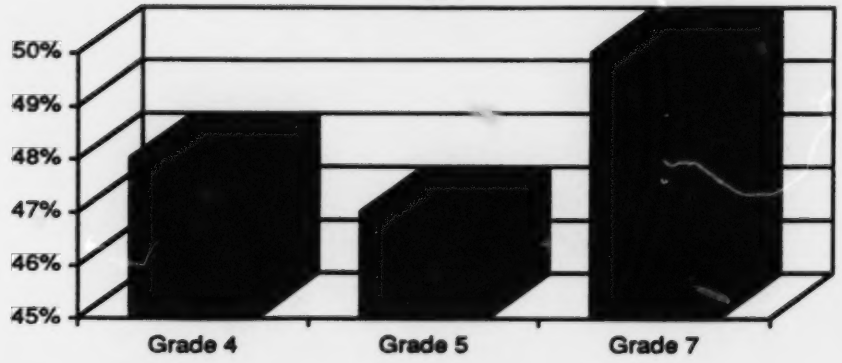
Students in Grades 4, 5, 7, 9, and 11 took the Stanford-8 mathematics test in 1992. The science test was dropped as a mandatory requirement in 1992, so statewide data for 1992 are not available. The most recent Stanford-8 science data available are from the 1990-91 school year, when students in Grades 4, 5, and 7 were tested statewide.

Science

- In 1991, South Carolina students in the seventh grade performed at the national average, with half of the students scoring above the 50th national percentile.

- Less than half of the students in Grades 4 and 5 scored above the 50th national percentile in 1991. (By definition, 50% of the national sample would be above the 50th national percentile.)

FIGURE 7
Stanford-8
Percentages of South Carolina Students Above the 50th National Percentile
Science
1991



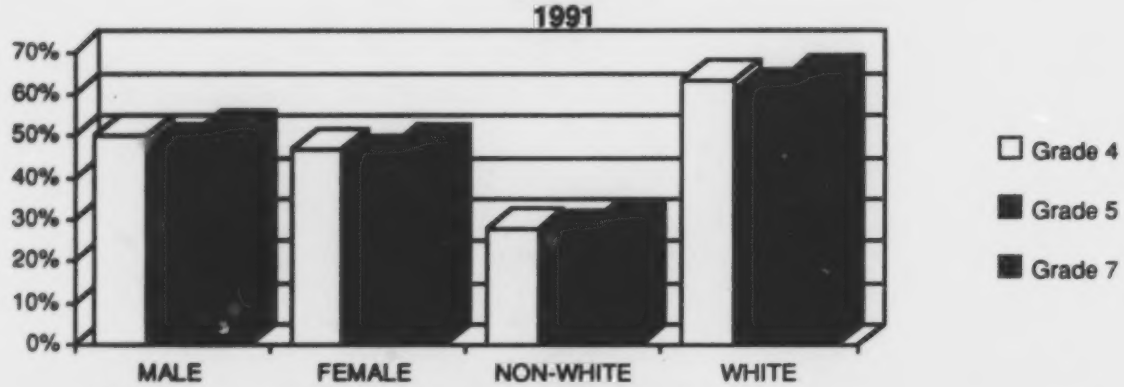
SOURCE: South Carolina Department of Education

The difference between male and female performance in science in 1991 was not as great as that between black and white students.

- The performance of males slightly exceeded that of females in each grade tested.

- In each grade tested, more than 60% of the white students scored above the 50th national percentile, compared to less than 30% of black students scoring above the 50th national percentile.

FIGURE 8
Stanford-8
Percentages of South Carolina Students Above the 50th National Percentile
By Gender and Ethnicity
Science
1991

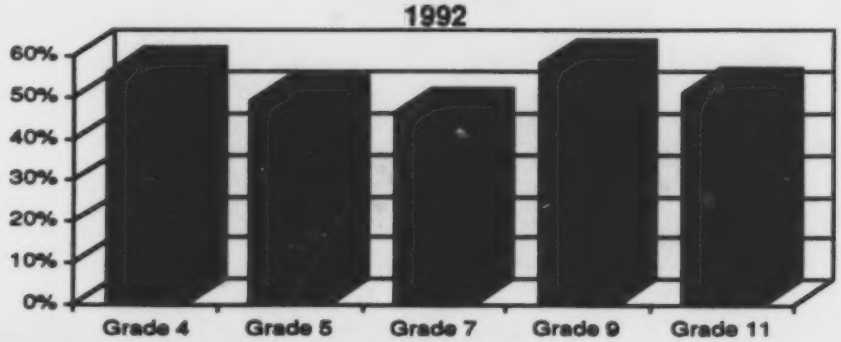


SOURCE: South Carolina Department of Education

Mathematics

- In 1992, more than half of the South Carolina students in Grades 4, 9, and 11 scored above the 50th national percentile on the mathematics test.
- Less than half of South Carolina's fifth and seventh graders scored above the 50th national percentile in 1992.

FIGURE 9
Stanford-8
Percentages of South Carolina Students Above the
50th National Percentile
Mathematics
1992

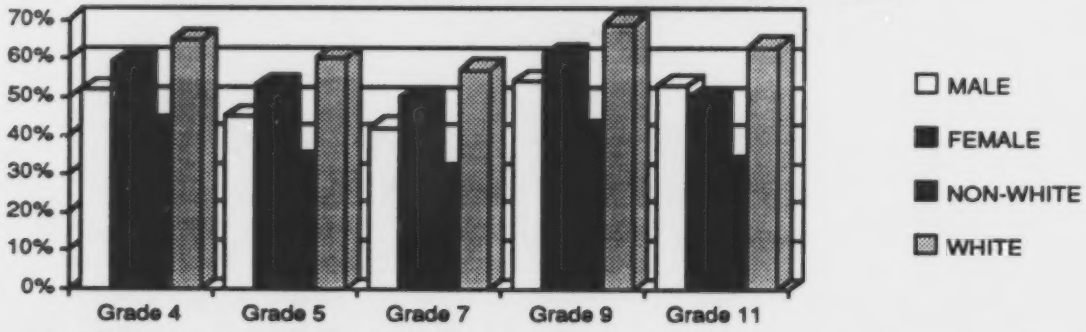


SOURCE: South Carolina Department of Education

The difference between male and female performance on the Stanford-8 mathematics tests is not as great as between black and white students. However, gender-related differences do occur.

- More than half of the female students scored above the 50th national percentile in Grades 4, 5, and 9. This was true for males in Grades 4, 9, and 11. Females scored at the national average in Grades 7 and 11.
- In Grades 4, 5, 7, and 9, the performance of females exceeded the performance of males. By Grade 11, however, male performance exceeded that of females.
- More than half of the white students scored above the 50th national percentile in each grade tested.
- The proportions of black students scoring above the 50th national percentile in each grade ranged from 30% to 42%.

FIGURE 10
Stanford-8 Percentages of South Carolina Students Above the 50th National Percentile - Mathematics - 1992



SOURCE: South Carolina Department of Education

FACTORS INFLUENCING PROGRESS TOWARD THE GOAL

Many of the factors influencing student attainment of Goal 3 affect student progress toward Goal 4 as well. These factors, which include a **lack of trained teachers, a need to improve science and mathematics instruction, the types of academic courses taken by students, insufficient access to and use of technology, and general family environments and attitudes toward science and mathematics**, are discussed in the chapter pertaining to Goal 3. Some specific factors related to achievement in science and mathematics are listed below.

Teacher Qualifications

- The 1991 study of critical teaching needs described in Chapter Three demonstrated that there was a severe shortage of trained mathematics and science teachers. The data also indicated that few (22%, or 116) of all initial science teaching certificates were issued to graduates of South Carolina colleges and universities. Similarly, only 17% (89) of initial certificates in mathematics

were issued to South Carolina college graduates.

- Elementary teachers usually are required to take a maximum of four courses in introductory science in college, a similar number in mathematics content courses, and one teaching methods course in each area.

- Secondary teacher certification regulations do not insure that secondary science and mathematics teachers take the full range of content area courses necessary to meet the current needs of students. In addition, most secondary teachers take only one teaching methods course in science and mathematics.

Science and Mathematics Instruction

- In both mathematics and science, instruction at all grade levels too often emphasizes unrelated facts, definitions, and formulas rather than actively engaging students in solving problems. The curriculum should focus on thinking, problem-solving, and the integration and application of knowledge. Students should be encouraged by parents, and guided by teachers and counselors to take upper level courses.

- Elementary students receive, on average, 5 hours of mathematics instruction and 2.4 hours of science instruction per week, compared to a national average of 4.8 hours per week for mathematics and 2.3 hours for science.

Course-Taking Patterns of Students

- Only 37% (63,552) of our state's students take upper-level mathematics courses, only 17% (29,813) enroll in upper-level science courses, and fewer than 3% (4,753) take physics.

- In 1991-92, 5% (1,777) of South Carolina high school seniors were enrolled in advanced placement (AP) calculus, 3% (918) in AP biology, 1% (406) in AP chemistry, and .2% (91) in AP physics courses. In 1990, the most recent year that data are available, 2% of students in the nation were enrolled in AP calculus, 2% in AP biology, 1% in AP chemistry, and .5% in AP physics.

- The number of engineering degrees awarded at the bachelor's level in South Carolina has been on the decline since 1985, when 812 students graduated with engineering degrees. In 1991, 696 bachelor's degrees in engineering were awarded. Two hundred-eleven master's degrees in engineering were awarded in 1991.

- The number of bachelor's degrees awarded in mathematics was also lower in 1991 than in 1985 (290 in 1985 compared to 238 in 1991).

- In 1991, a total of five master's degrees in mathematics, engineering, and the sciences were awarded to black students (two males and three females).

- In 1991, the number of degrees awarded in the life and physical sciences represented 6% (839) of all bachelor's degrees awarded; 2% (97) of all master's degrees;

and 27% (98) of all doctoral degrees.

Family Environment and Attitudes

- Many families appear to believe that the study of science and mathematics is appropriate only for those students who have innate abilities in these areas. That belief contradicts what research shows: that all students properly taught can learn mathematics and science at high levels.

- Monitoring homework, controlling television viewing, encouraging good reading habits, and ensuring that their children take a challenging curriculum are key actions parents can take to ensure high mathematics and science achievement in their children.

THE CURRENT SERVICE DELIVERY SYSTEM

Many of the statewide and regional activities and initiatives described in Chapter Three are intended to increase our students' mathematics and science achievement.

- ***Tech Prep:*** The Tech Prep program ensures that all students will possess the complex skills needed to be productive members of an increasingly technologically-oriented society.

- ***South Carolina Mathematics Curriculum Framework:*** The mathematics curriculum framework will establish standards regarding what students are expected to know and be able to do in mathematics. The framework will provide guidance to state and school district policy makers in aligning instructional materials adoption, teacher and administrator preparation and professional development, and student assessment systems with those standards. The draft framework was released in September for review by all South Carolina citizens. State adoption of the framework is expected in Summer, 1993, following an extensive public review and comment process.

- ***South Carolina Science Curriculum Framework:*** Like the mathematics curriculum framework, this document will establish standards for what South Carolina students are expected to know and be able to do in science. A team to write the draft framework has been selected and is expected to submit a document for field review by Spring, 1993. State adoption of the framework should be completed by the end of 1993.

- ***Governor's Mathematics and Science Advisory Board (MSAB):*** The MSAB is charged with developing a statewide vision and plan for improving science and

mathematics education in South Carolina. The group has submitted a strategic plan for improvement which addresses:

- The rapid and comprehensive distribution of the revised science and mathematics curricula resulting from the work of the South Carolina Curriculum Congress and the developers of the South Carolina Curriculum Frameworks in mathematics and science;

- The development of a system of pre-service and in-service teacher training to help rapidly implement the revised curricula;

- The establishment of a statewide system of resource centers to support the implementation of the strategic plan and to expand the constituencies for science and mathematics education by including leaders in education, business, government, and industry;

- The establishment of a process to implement the strategic plan in which the South Carolina Council on Educational Collaboration will provide oversight for implementation and the MSAB will continue to serve in an advisory role;

- The development of an awareness program to communicate to the public and professionals the urgent need to conduct a timely and systemic change in mathematics and science education in South Carolina.

- ***State Systemic Initiative (SSI):*** The State Department of Education is coordinating the development of an application for a federal grant of approximately $10 million over a five-year period to establish a comprehensive systemic approach to science and mathematics education improvement.

- ***South Carolina Universities Research and Education Foundation (SCUREF) Proposal:*** This consortium of colleges and universities in South Carolina is applying to the U. S. Department of Energy for grants intended for science and mathematics education reform.

- ***Assessment Initiatives:*** Projects intended to provide information useful for revising the state testing programs include:

  - Selected schools participating in the Twelve Schools Project are developing and using alternative student assessments in mathematics or science.

  - Fourth grade teachers participating in the New Standards Project tried out alternative mathematics assessments with their students in the spring of 1992. This national project is being expanded in the 1992-93 school year to include eighth and tenth grade teachers who will pilot performance assessments in mathematics. The project is expected to expand again in 1993-94 to include alternative science assessments.

- Selected South Carolina schools will participate in the National Assessment of Educational Progress (NAEP) mathematics and science field testing in 1993 and in the same areas during the national NAEP testing in 1994.

- ***Technology:*** The State Technology Plan currently under development will provide for the more efficient use of currently available technology and will establish guidelines for the use of new technologies to improve student achievement in mathematics and science.

- ***Professional Development:*** The federal Title II - Dwight David Eisenhower Mathematics and Science Education Act (DDEMSEA) programs provide training in mathematics and science education to practicing teachers. The programs are administered by three groups:

  - The State Department of Education provided administrative/technical assistance and demonstration projects for approximately 2,000 teachers in 1991, at a cost of $261,116;

  - Ninety-one local school districts and six special agencies provided staff training at a cost of $2,350,036 in DDEMSEA funds;

  - The Commission on Higher Education expended $870,384 in DDEMSEA funds for ten grants to work with approximately 320 teacher leaders.

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

The issues limiting the effectiveness of the educational system in improving academic achievement which were identified in Chapter Three apply to all academic areas, including mathematics and science. However, some of the issues described in Chapter Three deserve particular attention if we are to become first in the world in science and mathematics.

The Governor's Mathematics and Science Advisory Board (MSAB) identified a number of critical needs which must be addressed to improve mathematics and science education in South Carolina. Key among those are the need to:

- Establish statewide agreement on what every student should know in mathematics and science, and on how the student assessment system can support those standards;

- Establish a process for continuous improvement in the learning needs identified in the process of addressing Critical Need #1; and

- Establish the infrastructure to provide the resources and services necessary to address the State's learning needs.

The issues below must be addressed if we are to meet the critical needs identified by the MSAB.

Critical Needs for Science and Mathematics Teachers

The shortage of teachers trained in mathematics and science is limiting our ability to provide for the current needs of our students.

- Few science and mathematics teachers are being trained at South Carolina colleges and universities. Only 22% of all initial science teaching certificates and 17% of all initial mathematics certificates were issued to graduates of South Carolina colleges and universities in 1991.

- The Critical Needs Teacher Training project trains a total of 50 to 60 teachers per year in critical areas at a cost of $380,000.

Professional Development:

A comprehensive, coordinated system for the professional development of teachers must be established.

- Professional development resources are currently fragmented, with little coordination among the different agencies administering them.

- The quality of the professional development activities offered varies widely, and commonly accepted standards or principles for effective professional development programs have not been articulated.

- Schools have little discretion or flexibility in selecting or implementing professional development activities.

Curriculum Alignment

There is a lack of agreement on what all students need to know and be able to do in science and mathematics, and an accompanying lack of focus in instruction and student assessment.

- The mathematics tests used in the current state testing programs are not based on the curriculum standards adopted by the National Council of Teachers of Mathematics or the draft South Carolina mathematics curriculum framework.

Communication of the Need for Change

An effective and comprehensive system of communication must be established so that the public will be made aware of the urgent need for reform in science and mathematics education, and of the need for public dialogue on how to raise the science and mathematics achievement of South Carolina students.

- The percentages of South Carolina students making scores of "3-5" on the Advanced Placement mathematics examinations and the average scores of students on the Scholastic Aptitude Test mathematics examinations peaked in 1989, and have declined or reached a plateau since then.

RECOMMENDATIONS FOR ACTION

Critical Needs for Science and Mathematics Teachers

The shortage of teachers trained in mathematics and science is limiting the state's ability to provide for the current needs of its students.

- Encourage additional accelerated teacher preparation programs for baccalaureate degreed candidates in areas of critical need.

- Award competitive grants to multiple sites for the training of teachers in areas of critical need.

Professional Development

A comprehensive, coordinated system for the professional development of teachers must be developed.

- Design a comprehensive professional development system for teachers, administrators, and support staff.

- Identify funds used from all sources for all types of delivery programs. Study the use of funds to determine: a) cost effectiveness, b) equitable distribution of funds, and c) percentage of dollars which actually reach teachers as opposed to being used for overhead or administration.

- Redesign licensing and certification and link them to a total professional development system.

- Develop and adopt quality standards for teacher professional development programs.

- Realign the allocation of funds to support school based decision-making regarding staff development experiences. Establish a regional delivery system of staff development using the Mathematics and Science Centers which may be established with federal funding.

Curriculum Alignment

There is a lack of agreement on what all students need to know and be able to do in science and mathematics, and an accompanying lack of focus in instruction and student assessment.

- Build a consensus on what it is most important for students to know and be able to do.

- Develop curriculum frameworks based on that consensus and facilitate their distribution and review. The frameworks establish standards for instruction and assessment in each subject area.

- Redesign the assessment system to support the frameworks, and align the system with instruction to achieve the two major goals of assessment: instructional improvement and accountability. Design an assessment system to a) set standards and b) set clear guidelines about the purposes and uses of different assessment results.

- Provide ongoing support for research and development in classrooms, centers, and institutions of higher education to identify the future direction of educational improvements in mathematics, science, and other subjects.

Communication of the Need for Change

An effective and comprehensive system of communication must be established so that the public will be made aware of the urgent need for reform in science and mathematics education, and of the need for public dialogue on how to raise the science and mathematics achievement of South Carolina students.

- Communicate the need for large-scale change and redefinition of roles and relationships in the system.

- Train administrators and teachers regarding the need for change and the communication of that need to parents and students.

- Reach out to parent and student groups to include them in discussions about education processes and proposed changes in the system.

- Coordinate communication between post-secondary and K-12 schools regarding the performance of students in their first year of post-secondary education.

- Revise and update the School Performance Report to a) measure meaningful indicators, and b) communicate clear messages to parents and schools.

- Improve communications with students regarding the need to set high expectations for their career plans.

- Create an ongoing system of communication that facilitates continuous improvement and reform in each goal area. Establish a public and professional awareness program.

CHAPTER FIVE
ADULT LITERACY AND LIFELONG LEARNING

By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

For the first time in history, the relative economic standing of nations is determined as much by the skills and knowledge of their workers as by their wealth in more tangible resources. What is true for the United States is just as true for South Carolina: prosperity comes from productivity, and in the global economy productivity is determined primarily by the skills our workers bring to the job.

In addition, rapid changes in the organization and technology of our industries mean that employers' skill requirements are moving targets. Students entering South Carolina's job market today must come equipped not only with basic entry-level competencies but also with the flexible problem-solving skills to be able to adapt to new demands. Increasingly, they must have some post-secondary training, and be willing to view their education as a continuing and lifelong process.

South Carolina's immediate challenge is to develop a qualified pool of workers who have obtained the basic, workplace, and advanced literacy skills essential for the state's continued growth.

BASIC AND WORKPLACE LITERACY

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

Measures of Basic Literacy

Definitions of "basic" literacy currently in use vary from possessing reading, writing and mathematics skills at their most rudimentary level, to the completion of an arbitrarily assigned grade level such as the eighth grade.

Grade Attainment

- The 1980 census indicates that South Carolina had over 300,000 (28.7%) residents

(age 20-60) with less than a 9th grade level of education.

- Over two million residents (2,025,808) or 79.6% of the population (age 18 and over) have achieved less than a college degree. 30.5% (age 18 and over) lack a high school diploma.

- The 1990 Census created education attainment categories that differ from the 1980 data. South Carolina's 1991 Goals Report identified the working-age population considered "at risk" because of low educational attainment. Once age cohorts that can define the 20-50 age group are available, a more accurate comparison of gains since 1980 can be made.

- The State has made progress since 1980. The 1990 Census shows that 30.3% of the population has a high school diploma, up from 28% in 1980.

- More significantly, 39.2% of the 1990 population has some college or an advanced degree.

South Carolina 1980 Census

Residents	% of Population 20-50 Years of age	Cumulative 20-50 Years of Age
With no formal education	0.6	0.6
With 1-4 years of school	1.4	2.0
With 5-7 years of school	5.5	7.5
With 8 years of school	4.2	11.7
With one year of high school	5.3	17.0
With 2 years of high school	6.2	23.2
With 3 years of high school	5.5	28.7

South Carolina 1990 Census

Categories	Total 18 & over	18-24 yrs of age	% of population	25 yrs & over	% of population
Less than 9th grade	303,744	8,577	2.1	295,167	13.6
9th to 12th grade, no diploma	479,916	87,823	22.1	392,093	18.1
H.S. graduate (includes GED)	776,253	136,895	34.4	639,358	29.5
Some college, no degree	466,145	123,180	31.0	342,965	15.8

General Educational Development (GED)

- Nearly 11,000 GED credentials were issued between 1989 and 1991. In the same period, almost 16,000 individuals were tested.

Year	% Passing Test	Total GEDs Issued
1986	79%	5208
1987	77%	5375
1988	70%	4597
1989-90	70%	5267
1990-91	70%	5712
1991-92	70%	6030

High School Diploma

- Over 3,300 high school diplomas were awarded to adults who participated in local adult education programs during the years 1989-90 and 1990-91.

- The diploma requirements are the same for adults as for school-age students. In addition to completing the required 20 units in coursework, the student must successfully complete the state exit exam.

Year	Enrolled in H.S. Completion or GED Level Classes	Diplomas Awarded
1989-90	45,730	1,549
1990-91	51,328	1,821
1991-92	60,299	2,640

Literacy Levels of Clients in DSS Work Support Program

Data on the literacy levels of mothers receiving welfare benefits and inmates in correctional facilities are instructive for what they indicate concerning the potential consequences of illiteracy.

Custodial mothers participating in the South Carolina Department of Social Services Work Support program for Aid to Families with Dependent Children (AFDC) are assessed on the Slosson vocabulary test for their literacy levels prior to placement in JOBS programs. The average Slosson score correlates to the participants' average reading grade level.

Work Support Program Client Data and Educational Attainment 1990-91

	Age 16-20	Age 21-60
Actual Cases	1,632	15,321
Average Client Age	18.7	32.6
Average Grade Completed (Prior to DSS)	9.6	10.7
Average Slosson Score (in Grade Level Equivalent)	9.0	8.3

There has been no increase in clients' grades completed or Slosson scores over the past two years.

Literacy Levels of Inmates in Correctional Facilities

Every new admission to the Department of Corrections is assessed using the Wide Range Achievement Test (WRAT). WRAT scores correlate to grade levels. Sixty-two percent of South Carolina's 18,000 inmates have tested below the eighth grade reading level. Inmates are not re-tested for their literacy levels prior to parole or release.

Numbers Tested and Average WRAT Scores South Carolina Department of Corrections Inmate Population 1990-91

	White Male	Non-White Male	White Female	Non-White Female	Total
Number	2,259	5,097	197	505	8,059
Average Reading Score	7.15	5.7	8.12	6.66	6.25
Number	2,758	5,720	302	639	9,420
Average Math Score	7.73	6.46	7.48	6.28	6.85

Numbers Tested and Average WRAT Scores
South Carolina Department of Corrections
Inmate Population
1991-92

	White Male	Non-White Male	White Female	Non-White Female	Total
Number	2,369	5,648	190	575	8,809
Average Reading Score	7.32	5.94	8.15	6.31	6.38
Number	2,850	6,363	296	674	10,212
Average Math Score	7.80	6.57	7.81	6.36	6.93

Measures of Workplace Literacy

There has been only limited analysis of the literacy levels of South Carolina's workforce. It is not possible to define a generic set of basic skill requirements for employers, since there is much variation in the levels and kinds of skills needed from industry to industry. However, the data that are available indicate a substantial gap between the average literacy levels of our workers and the skill levels required for competency in many jobs.

- A recent analysis of the basic skill level required for entry-level manufacturing employees in one of the state's largest corporations showed that a 10.5 grade level achievement in math and reading is necessary to understand and execute that company's basic job responsibilities.

The majority of employees participating in the Governor's Initiative for Work Force Excellence, a statewide workplace training program, are assessed with the Test of Adult Basic Education (TABE) Locator. The TABE is a diagnostic test for identifying the basic skill deficiencies and competencies of the student. Scores are given in raw scores or normed grade levels. More than 28,000 employees have been assessed using the TABE and other assessment instruments since 1988. The population served by this program most often scored between the 5th and 9th grade level on the TABE and required instruction at or below the sixth grade level.

- By 1990-91, 14,934 employees had been assessed using the TABE; 8,942 were assessed in 1991-92. Those who scored higher than 9th grade level were not enrolled in the program because employers sponsoring workplace programs agreed that resources should be applied to workers who have the greatest need for skills improvement. Measures of completers' learning gains are not collected on a formal statewide basis because the purpose of the program is to train the employee to

perform better on the job and not to assess for grade-level gains.

Governor's Initiative For Work Force Excellence Enrollment-Completion

Year	Enrolled	Programs	Completers
1990-91	9,557	268	5,918
1991-92	9,600	340	6,328

- The Basic Occupational Literacy Test (BOLT) was administered at employer request to 331 individuals seeking job placement through the Employment Security Commission (ESC) during FY 1990-91. ESC administered the BOLT to 2,834 persons in 1991-92. Historically, approximately 50% of those individuals taking the BOLT obtain scores which place their work skill proficiency at lower than the 7-8 grade equivalency.

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

Access to and Participation in Literacy Programs

Although the following enrollment information is not a direct measure of South Carolina's performance on this goal, citizens' access to and participation in adult education programs, workplace programs, and literacy programs play an integral role in addressing adult literacy in our state. Other criteria for evaluating the performance of adult education are described in a later section of this chapter.

Basic Literacy

- 1991-92 adult education enrollments increased by 19% or 16,265 students from 1990-91.

- South Carolina's adult education programs reach 2.33% of the state's total population, exceeding the national average of 1.43% and making our enrollment the ninth highest in the nation.

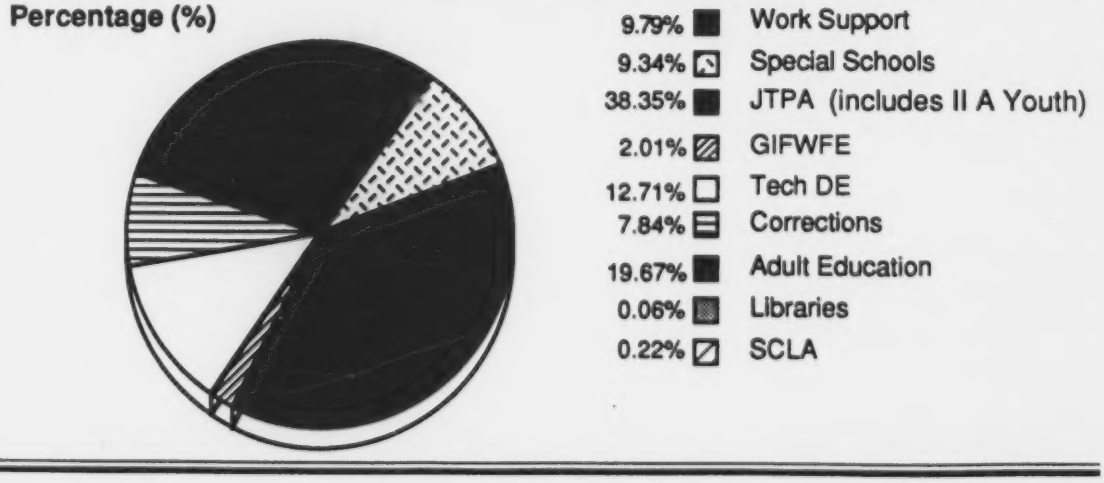
Workplace Literacy

- 1991-92 enrollment in workplace programs has remained steady, with over 6,000 workers completing programs through the Governor's Initiative for Work Force Excellence in 1991-92.
- The number of Initiative programs has increased from 268 to 340 in 1991-92.
- Special Schools, a short term training program for production employees in new and expanding businesses, has trained over 138,000 individuals since its inception in 1961. During 1991-92 training was conducted in 112 companies. Several of the new industries locating in South Carolina, like BMW, cite the customized training offered through Special Schools as a major factor in their decisions.

THE CURRENT SERVICE DELIVERY SYSTEM

Traditional adult education services are offered in South Carolina by the Department of Education, the state's 16 technical colleges, and local literacy councils. The services provided by these agencies include adult basic education, tutoring, high school diploma programs, GED preparation and contextual, job-related skills training. In addition to these programs, the Department of Corrections has its own school district which offers literacy training through high school completion classes. The Department of Social Services Work Support program provides disadvantaged adults with educational opportunities and training.

Adult Education Funding by Program



The majority of the services provided for adults are offered through the State Department of Education. Six programs are under the State Department's umbrella: Adult Education-Literacy, Adult Basic Education, High School Diploma, GED Preparation, Community Education, and Workplace Literacy.

Family literacy programs are increasing across the state. These programs aim to break the cycle of illiteracy between generations. Head Start and the JOBS program for AFDC mothers base services on the family literacy concept.

The delivery system for literacy instruction can be described by categorizing programs into two areas based on the public policy purpose they serve. The first area includes programs designed to address an adult learner's interest in achieving family, social and citizenship "literacy" goals. Those programs described in the "Family/Social/Citizenship" section of this report promote general educational objectives for students. The programs seek to upgrade basic skills in reading, writing and math or to allow an individual to complete high school.

On the other hand, "Workplace/Employability" programs have job-specific objectives. These programs are often sponsored by employers. The participant's goal is to achieve job-related skills to qualify for a new or better job. The programs include Special Schools for new and expanding industry, continuing education and the Governor's Initiative for Work Force Excellence.

LITERACY FOR FAMILY, SOCIAL & CITIZENSHIP GOALS

Adult Education System Overview

Delivery Systems	Literacy Education	Basic	H.S. Diploma	GED Prep	Training
Literacy Councils & ABE-sponsored Literacy tutors (SCLA & SDE)	X				
Libraries	X				
ABE	X	X			
High School Diploma/GED			X	X	
Palmetto School District	X	X	X	X	X
VISTA/ACTION	X				
Tech Developmental/GED		X		X	X
4-year College Developmental Education		X			
English as a Second Language	X	X			

Family/Social/Citizenship
Programs by Agency

Program	Agency	Funds	Source	1991-92 Enrollment (duplicated)	FTE (Employment)
Literacy & Councils	63 SDE & Independent programs	$175,000 $40,000 $152,900	SDE State approp.	12,361	4,107 volunteers
Libraries	State Libraries	$41,730	Federal	10,139	NA
ABE, HS Diploma	State Department	$7,104,083	EFA	40,286	233 teachers
GED	Education (SDE)	$2,325,000 $13,474,508	EIA Federal	39,212	53 directors 2,000 parttime & 233 full time teachers
Palmetto School District	Dept. Corrections	$345,698 $5,956,689	SDE State approp.	13,486	105
VISTA	SDE/Literacy councils	$211,600	Federal	included in Literacy	20 volunteers
Tech Dev/GED	State Tech	$364,551 $9,233,832	SDE/Fees State formula local grants	8,267 students 111,011 credits or 2,652 FTE students	94 plus part-time instructors
4-yr College Dev.	Colleges	unknown	State/Fees	unknown	unknown
ESL	SDE	not separated from ABE	Federal State	2,456	included in ABE/High School
Voc Rehab & other adult programs	SC Dept Voc Rehab SC Vocational Education	$278,446	State	4,794	NA

LITERACY

Basic literacy services include one-to-one tutoring and small group tutoring through privately supported literacy councils, the South Carolina Literacy Association, and the State Department of Education. The South Carolina Literacy Association supported 63 local literacy programs during 1991-92 through an allocation of $152,900. These funds included scholarships to new readers, tutors, trainers and staff for training ($7,200), material and supply grants ($36,800), and local program assistance ($40,000).

Literacy programs are continuously training tutors and recruiting new students. There is a high turn-over rate in both tutors and students. One-to-one tutoring occurs in locations convenient to students and tutors. Schools, libraries, businesses and public facilities offer free space.

Enrollment and retention of students in tutoring programs is a sensitive issue. The adults who need this service are frequently the least able to have flexibility in time, access to transportation and support from family and friends. Peer pressure and social stigmas associated with illiteracy affect retention, but rarely do programs survey reasons for dropping out. Most tutors are volunteers, and there is a high turnover rate among tutors. Therefore, though at least 12,361 adults received tutoring from 4,107 volunteer tutors in 1991-92, it is not possible to determine which students were just beginning their adult learning experience during that program year, which were returning, or the average time a literacy student spends in tutoring before he or she advances to higher levels of instruction. Nor is it possible to determine which students drop out and why.

Literacy Programs in Libraries (SC State Library)

The SC State Library, county and regional public libraries develop and extend library services to the functionally illiterate population. Through funding from the Library Services and Construction Act, the State Library assists libraries to establish and support model library literacy centers. The goal of these funds is to reduce the number of functionally illiterate individuals and to help them reach full employment.

Year	Grant Amounts	Number Served
1989-90	$ 102,608.24	11,991
1990-91	$ 58,734.34	13,188
1991-92	$ 41,730.00	10,139

Projects have included training learning disabilities tutors, funding start-up salaries for literacy coordinators, supporting volunteer literacy councils, developing literacy collections, creating closed-captioned videos, providing computers for literacy centers, and conducting National Issues Forums.

ENGLISH AS A SECOND LANGUAGE

English as a Second Language (ESL) is a small program in South Carolina but enrollment is increasing as more immigrants settle in the state. 2,456 students were served through ESL programs in 1992, a 67% increase (from 1,654) in 1991. ESL funds are included in the overall funding for basic adult education. ESL instructors are literacy-trained volunteers and are included in the total FTE's for ABE and GED preparatory programs.

ADULT BASIC EDUCATION

Adult basic education (ABE) provides self-paced instruction for adults from grade levels 4-8. Adults are encouraged to work on their own with assistance from a classroom teacher. The State Department of Education (SDE) supports free classes in over 600 outreach locations in the state. Classes provide instruction in functional reading, writing and mathematical skills. The program is designed to meet the needs of adults who left the school system early and who need additional skills. 40,286 adults participated in at least 12 hours of ABE level instruction in 1991-92. This number represents adults participating in *all* SDE-funded classes. No data are available to show skill levels, how long individuals participated in the program, whether they retained the skills learned through ABE, or whether they were also enrolled or counted in other programs.

ADULT SECONDARY, HIGH SCHOOL DIPLOMA AND GED

High school completion programs are structured to meet all state requirements to receive a high school diploma. Enrollees in these diploma programs usually lack only a few courses. The state requires 20 hours of high school credit and a successful score on the high school exit exam for award of a diploma. During the 1991-92 year, 60,299 individuals participated in these programs. This number represents adults participating in *all* SDE-funded classes. 2,640 received high school diplomas, up from 1,549 diplomas awarded in 1989-90.

More adults who lack a diploma choose to brush up their skills through participation in a GED preparation class. In many cases, the student chooses to pursue the GED instead of a high school diploma because GED preparation is usually self-paced. The GED exam is given at various times throughout the state each year and does not require enrollment in any program. In 1991-92, 17,948 persons took the GED exam with a passage rate equaling the national average of 70%. It is not possible to correlate the number of persons who participated in GED preparation classes with the GED exam. 6,030 persons received GED certificates in 1991-92.

State funds appropriated through the State Department of Education for ABE and secondary level programs totaled $9,429,083 in 1991-92. Funds for each program level are not separated. Federal adult education funds amounted to $4,045,425 for a total of $13,474,508. Thirty-nine full-time and 12 part-time adult education directors are funded through these monies and approximately 2,000 part-time teachers support the program. Adult education directors are required to obtain a principal's or superintendent's certification for their position and teachers must be certified. Most adult education teachers are full-time public school teachers who "moonlight" in the adult program; however, there are at least 233 full-time adult education teachers in the state. (This figure has decreased from

296 in 1990-91). Administrative expenditures amount to 15.8% of the annual allocation.

Most of the adult education allocation is personnel cost. In 1991, part-time teachers were paid at a state maximum of $13.79 per hour - considerably less than the highest qualified teachers would expect. There were 1,380 part-time teachers employed in the state during 1991, representing 96% of all adult teachers. Four percent of the teachers were full-time and paid according to their certification (there are no specific certification criteria for teachers of adults in the state except that they hold a valid teacher's certificate). In 1990-91, the per pupil allocation for an enrolled adult was $142. In the same year the average expenditure per pupil in the K-12 program was $2,065.

Department of Corrections (Palmetto Unified School District No. 1)

The Department of Corrections, through Palmetto Unified School District No. 1, offers a diversified educational program based on the needs of individual offenders. The majority of inmates function below the 6th grade level. Though all inmates are tested for academic achievement, program participation is voluntary.

Inmate academics are directed toward educational achievement from grades 9 through 12 with an emphasis on high school completion. Basic education programs are provided to those offenders with lower academic skills (achievement levels 1-8). Offenders have an opportunity to earn secondary units of credit for coursework toward the award of a high school diploma. However, the vast majority of these secondary school completers earn their certificates through the General Education Development (GED) program. There are 105 teachers working at 17 schools that offer vocational and grade 1-12 level instruction. Five satellite schools with a smaller range of course offerings complete the Palmetto District. These schools serve 22 of the state's 31 correctional institutions.

More than 50% of the inmate population tested scores below the sixth grade level. Literacy programs are directed toward this group. This 50% of the population includes inmates enrolled in the Adult Basic Education Level 1 classes as well as those not enrolled in any school program.

Academic performance problems are attributed to mental and learning deficiencies. Research indicates that mental retardation, learning disabilities, and developmental disabilities are more often found in the inmate population than the general population.

Vocational education programs prepare youth and adult offenders with the skills to seek, find, and maintain employment upon release. The State Department of Education prepares the Department's plan for vocational-technical education that provides the framework for program implementation and evaluation.

Career education programs in the Palmetto Unified School District identify strategies that promise to assist inmates in developing career directions. Approximately 50% of participating inmates were unemployed or had no vocational training at the time of arrest. The District assigns the primary responsibility for delivery of career education services to guidance counselors. There are 11 in the system.

During FY 1990-91, Palmetto Unified School District No. 1 served 11,286 inmates. Expenditures for FY 1990-91 were $5,366,929. In 1992, 13,486 were served and 714 GED diplomas awarded. This amount includes academic education, vocational education, special education, literacy services, career education, library services and post-secondary education. For FY 1992-93, $9,357,609 of federal and state funds are budgeted for the same categories.

VISTA Volunteers and RSVP Volunteers (ACTION Programs)

The Retired Senior Volunteer Program (RSVP) offers older adults (retired and aged 60 or over) volunteer service for community needs. There are currently ten projects in the state with 5,104 RSVP volunteers who will generate 719,380 hours of volunteer service during 1992. The funds for these projects come from federal and matching local or state funds in the amount of $595,237. Some of these projects are literacy services.

Volunteers In Service To America (VISTA) is a full-time, year-long volunteer program for men and women of all ages and backgrounds who commit themselves to increasing the capability of low-income people. Volunteers are assigned to local sponsors, which may be state or local public agencies or private non-profit organizations.

For FY 1991-92, South Carolina has twenty VISTA projects; five of these are Literacy Corps projects. Currently there are twenty VISTA volunteers working with literacy projects in South Carolina.

TECHNICAL EDUCATION DEVELOPMENTAL AND GED PROGRAMS

In 1988, the Technical College Presidents' Council adopted the following definition for Developmental Education in the technical education system:

> *Developmental Education: ...a comprehensive term referring to a broad range of activities, programs, staff roles, and instructional services designed to assist the student in attaining his or her educational goals. Within the continuum of developmental education will be included processes to assist the student such as tutoring, study skills, goal setting, self-concept development, and instruction which is designed to assist the student in overcoming academic deficiencies.*

The open admissions policy of the 16 Technical Colleges is an obligation to respond to the needs of each student at his or her level of ability and development. The colleges attempt to minimize geographic, economic, academic and other barriers to post-secondary education.

Instruction in developmental courses includes English grammar/writing, mathematics, reading skills, and English As A Second Language (ESL). Classes are taught in the traditional classroom lecture style, in small groups, and/or in individualized, self-paced labs.

The enrollment of unduplicated headcount for fall quarter for the past three years has steadily increased from 6,906 to 7,381 to 8,267. In addition to formula funding for development courses, the colleges also receive allocations from the SC Department of Education for GED preparation. The following funds were expended in the colleges:

Technical College Developmental/GED Programs
Unduplicated Headcount

	Developmental Education		GED Preparation	
Year	89-90	90-91	89-90	90-91
Funds (source)	$8,346,401 (state approp)	$8,707,592 (state approp)	$595,284 (SDE)	$526,240 (SDE)
Credits/contact hours	99,510 credits	111,011 credits	127,716 hours	118,336 hours

Technical College Developmental/GED Programs
Funds/Enrollment/FTE (Full Time Equivalent)

Year	Funds	Enrollment	FTE
1989-90	$8,941,685	7,381	2,404
1990-91	$9,233,832	8,267	2,652

Developmental and Remedial Education in the Four-Year Public Senior Colleges and Universities

The *Cutting Edge* legislation, adopted by the General Assembly in 1988, required the SC Commission on Higher Education (CHE) to determine the extent and funding of developmental and remedial education in post-secondary institutions. Through a survey of the two and four-year institutions, the Commission received preliminary data which indicated that there were many inconsistencies among programs.

Only The Citadel reported having no developmental courses. The other colleges and universities reported variations in course requirements for placement into developmental courses, course titles and numbers, and enrollments. However, there is consistency in the philosophy that some provision for remediation should be available for the under-prepared student who desires to attend a post-secondary institution.

The College of Charleston and South Carolina State University fund developmental courses on a formula funding basis according to contact hours. The other four-year institutions fund on a credit hour basis.

In Fall, 1988, the percent of freshmen enrolled in developmental courses were

reported to the CHE as follows:

	English	Math	Reading
4-year institutions (11)	10%	12%	6%
2-year branch campuses (5)	40%	50%	14%

Since neither the number of students served, the number of credit hours generated, nor the method of funding developmental and remedial courses has ever been collected from all post-secondary institutions, a composite report cannot be made. The SC Commission on Higher Education will have that information available in FY 1993.

LITERACY FOR EMPLOYABILITY/PRODUCTIVITY

The basic skills needed by employees to perform on the job differ from one industry to another. Those basic skills do not correlate to a grade level but to competencies. Therefore, each workplace training program should be tailored to industry needs. There is no standardized test to ascertain the unique competencies required across all businesses and industries.

The South Carolina and the United States Chambers of Commerce estimate that 80 percent of their membership is composed of small businesses with fewer than 500 employees. Small businesses do not have the resources to offer training programs and so, according to anecdotal information, they appear to need assistance from outside sources more than large companies do. South Carolina's workplace programs do not target particular kinds of businesses or company size, but most workplace programs have been conducted for companies with more than 25 employees. Employers recognize the value of upgrading their employees' skills and many provide incentives to encourage participation. However, few companies offer programs "on-the-clock."

Over the past few years, industry has looked to the educational and training agencies for assistance in upgrading and training employees. Programs are challenged to meet the unique requirements each employer seeks. The variety of work places, skills, and outcomes desired has pressured service providers to be flexible in their educational approaches. The time and expertise involved in meeting company leaders, testing employees, designing programs, and supervising the training makes work place programs more labor-intensive and less standardized than traditional adult programs. As a result of these efforts, the two programs providing basic skills training for employees are reaching no more than 3% of the total number of companies in South Carolina.

The following chart displays the delivery systems and the types of training available for employees through these systems.

Workplace Education System Overview

Delivery Systems	Literacy	Basic Education	H.S. Diploma	GED Prep	Training
Gov's Initiative for Work Force Excellence	X	X		X	X
Adult Ed: Workplace Literacy	X	X		X	
JTPA Title II, III	X	X			X
TECH Special Schools					X
TECH Continuing Education					X
DSS Work Support	X	X	X	X	X

Employability/Productivity Programs By Agency

Program	Agency	Funds	Source	Enrollment	FTE (Employment)
Gov's Initiative for Work Force Excellence	State Board for Technical & Comprehensive Education	$1,379,309	JTPA grant	7,185 enrollment with 6,328 completed	41 plus instructors
Workplace Literacy	SC Department of Education	$1,286,309	Federal and State	9,126 enrollment	included in SDE figures
JTPA Title II, Title III,	SC Employment Security Commission	$26,268,906 (includes II-A youth $)	JTPA	9,769 clients	
TECH Special Schools	State Board for Technical & Comprehensive Education	$6,400,000	State	6,135 enrollment with 5,607 completed	49 plus instructors
TECH Continuing Education	State Board for Technical & Comprehensive Education	varies according to participation & cost of course	State & Fees	3,773,720 contact hours -or- 100,644 headcount	not available
DSS Work Support	DSS & Contract	$6,702,740	Federal	24,188	104

Governor's Initiative for Work Force Excellence (SC State Board for Technical and Comprehensive Education)

The Initiative offers workplace training programs designed to upgrade the basic skills of the labor force in South Carolina. The purpose of the Initiative is to customize functional context basic skills, that is, to teach basic skills which are embedded in an employee's job task. These skills are developed within the employee's realm of knowledge about his or her workplace. The Initiative has no instruction of its own: it is a coordinator of services to meet these needs. Instruction is chosen from adult education and technical colleges. The Initiative manages the teaching services of the technical colleges, adult education, and literacy volunteers. The program "brokers" both traditional and innovative learning methodologies as customized employer-based programs.

Instruction is conducted in traditional adult education classes, individualized self-paced learning labs, one-on-one tutoring sessions for nonreaders, or small groups. During this past year, there were 340 worksite programs with 7,185 adults enrolled in training, of whom 6,328 completed their or their company's training objective.

The main source of funding for the Governor's Initiative program is a Job Training Partnership Act grant from the Employment Security Commission to the State Board for Technical and Comprehensive Education.

- FY 1991-92 Initiative State Office (4 staff) $100,000
- FY 1991-92 16 Work Force Specialists $640,000

Additional state funding for the Initiative was contributed by the State Tech Board in the form of short-term training grants to offer workplace instruction.

- FY 1991-92 Short Term Funding (Tech) $639,309
- Total Program Funding $1,379,309
- Adults Served
  Orientations-Enrollment 11,321

Workplace Literacy Program (SC Department of Education)

Basic skills training programs were established at 276 worksites with 9,126 employees enrolled. The program services include literacy, ABE and GED instruction. $1,286,309 was spent to support these programs. Adult Education offers the actual instruction for 226 of the 340 Work Force Initiative programs. Therefore, duplication in enrollment exists.

The two main workplace programs—the Governor's Initiative for Work Force

Excellence and the Office of Adult Education Workplace Literacy—are both marketing adult education to employers. In most cases, the delivery of instruction is accomplished by Adult Education. Though the Governor's Initiative for Work Force Excellence program has the purpose of coordinating and offering all education providers' services, only Adult Education is available free of charge.

Job Training Partnership Act (SC Employment Security Commission)

Title II - Employment and Training for the Disadvantaged:

The purpose of Title II-A is to provide employment and training services to disadvantaged youth and adults and those facing barriers to employment by assisting them in obtaining productive employment. JTPA includes on-the-job and institutional training. Other training methods include work experience, vocational exploration and apprenticeships.

The State is divided by counties into nine service delivery areas. In program year 1990, the State's nine service delivery areas served 9,769 adults. JTPA's funds are distributed to the service delivery areas on a fair-share formula basis and the distribution of the services is fairly even throughout the state.

JTPA funds are allocated on a formula basis. Programs are required to meet certain economic and performance criteria. Success of training is measured by employment and wages earned. This system gives the providers of service an incentive to ensure that the clients achieve success. In 1990, $20,725,869 in Title II-A funds were used to serve 5,526 adults and 5,248 youth.

Some JTPA-funded training is individualized. A number of places are kept in technical college programs and other contract training for JTPA eligible students. On-the-job training is supported as well. JTPA performance rated high, with South Carolina participants achieving 63.3% job placement in 1990.

Title III - Employment and Training Assistance for Dislocated Workers (EDWAA):

EDWAA provides employment and training services to dislocated workers. Dislocated workers include workers who have been terminated or laid off from their jobs, and the long-term unemployed. 4,243 adults entered Dislocated Workers programs during 1990. $2,690,426 was available through Title III JTPA and $1,906,936 granted from Title III discretionary funds. The services include readjustment assistance and retraining through classroom, occupational skills, on-the-job-training, basic and remedial education. Overall, 66.4% of the Title III participants have become re-employed, at an average wage of $6.61.

JTPA has been criticized because the eligibility criteria are strict and exclude many people who could benefit from the program. But JTPA serves the most disadvantaged individuals who have numerous barriers to overcome before they learn the skills necessary for gainful employment. Most JTPA services are aimed at benefiting

the individual. There are few large-scale training opportunities offered through JTPA, but the program's benefits are felt by significant numbers of unemployed people.

Tech Special Schools (SC State Board for Technical and Comprehensive Education)

The mission of the Tech Special Schools Division is to promote economic development in South Carolina. The Division designs, develops and manages customized start-up training programs to prepare citizens for jobs created by new and expanding business and industry.

When a company makes a decision to locate a facility in this state or to expand the work force of an existing operation, the project is assigned to a Regional Manager who works in close coordination with the company. Tech Special Schools, through Job Service, recruits and tests people for the training program. Tech Special Schools personnel also design, develop and manage the customized job-specific training program for the company.

In Fiscal Year 1990-91, 4,516 graduates were produced from training programs conducted for 115 new or expanding companies. The total Special Schools program expenditures for FY 1990-91 were $5.8 million. During 1991-92, 6,135 people were enrolled in training programs located in 112 companies. There were 5,607 who completed the training; the others have either dropped out or are continuing into the new fiscal year. Expenditures for FY 91 were $6.4 million. The average educational level of the Special Schools graduates for FY 1991-92 was 12.3 years.

Training programs were conducted in manufacturing operations, distribution centers and computer-related production operations. Manufacturing operations produced the greatest number of graduates.

Special Schools is not to be confused with the technical colleges' Continuing Education program. Special Schools focuses on initial training for a specific company. Continuing Education follows the Special Schools program and supplies further training for employees in established businesses and industries. Continuing Education may be customized to an employer's needs or generic in nature, addressing a skill which has been identified across a number of industries. There is no duplication of services between the two programs.

Continuing Education Programs in the Technical Colleges (SC State Board for Technical and Comprehensive Education)

Post-employment training is conducted by the Continuing Education Division of the 16 colleges in the technical education system. This training, which is occupational upgrading by design, may be general or customized and covers a wide variety of training programs ranging from low-skill jobs through high-tech occupations.

From 1983 through 1991, the number of citizens trained by Tech's Continuing Education Divisions ranged from a low of 75,119 in 1987 to a high of 111,171 in 1985, with

the last five years showing a steady increase. During that same period, the volume of training ranged from a low of 27,670,700 contact hours in 1987 to a high of 37,737,200 contact hours in 1991. In 1990-91 Continuing Education programs served 100,644 people.

State revenues, supplemented by fees paid by businesses and industries being served, provide resources necessary to cover the cost of conducting continuing education training programs.

Work Support Programs (SC Department of Social Services)

The goal of the Work Support Services Program is to develop, provide, and/or coordinate services to assist selected Department of Social Services (DSS) clients in attaining and maintaining their highest level of economic independence in response to the manpower needs of the State. In accordance with this goal, DSS works closely with educational providers to promote education for Work Support participants. Particular emphasis is placed on education below the post-secondary level: literacy, basic adult education, high school diploma programs, and GED certificates.

DSS collaborates with the SC Department of Education, local school districts, Head Start, and the SC State Board for Technical and Comprehensive Education to provide educational services to Work Support participants. Another major component is job skills training. DSS collaborates with local technical colleges, community-based organizations, private JTPA contractors, and non-profit organizations to provide short-term job skills training, which often leads to career employment and self-sufficiency.

The Work Support Program serves adult AFDC recipients who are required to participate in the program or who wish to volunteer. All adults must participate unless they meet exemption criteria such as disability or pregnancy, or have a child under the age of three. Young parents and students under the age of twenty are particularly targeted and must attend an educational component. DSS encourages all participants to obtain a high school diploma or GED. The Work Support Program served 24,188 AFDC recipients in program year 1991-92 and 3,695 were placed in employment as a result of the program. The program operates in 11 target areas that comprise 26 of South Carolina's 46 counties.

The operating budget for fiscal year 1991-92 is $6,702,740. Approximately $950,000 is obligated for contracts with educational providers. Many more Work Support funds are expended on other supportive services associated with education such as child care, transportation, and book fees. In addition, a large portion of personnel costs are expended on the assessment of educational needs, referrals to appropriate providers, and monitoring of client progress within the educational component.

Due to the fact that many AFDC recipients have failed to receive a GED or high school diploma, DSS anticipates that the level of expenditures for educational purposes will continue to increase.

COORDINATION AND COLLABORATION OF ADULT EDUCATION PROVIDERS

Each agency that sponsors adult education and training has its own governance through a Board of Directors or state-appointed commissioners/board members. Because duplication of effort and turf protection are issues in the delivery of services, several formal and ad hoc groups have been formed to coordinate services. An informal literacy coalition representing the Governor's Office, the South Carolina Literacy Association, the State Board for Technical and Comprehensive Education, the General Assembly, SC Educational Television, the private sector, and the South Carolina Department of Education has been formed to give direction to literacy programs in the state.

The Governor's Work Force Council coordinates the recommendations and efforts of 25 business round tables appointed to support the Initiative for Work Force Excellence. The Council was created to strengthen the link between business and education, assess the current adult education system and develop a long-range plan to assure the availability of a quality workforce.

There are three organizations sponsored through the State Department of Education and two organizations sponsored through the technical colleges that support professionals in the field of adult education. These include:

- S.C. Association of Adult Literacy Educators (SCALE)
- S.C. Association of Adult & Continuing Educators (SCAACE)
- S.C. Association of Adult Education Directors (SCAAED)
- S.C. Association of Developmental Educators (SCADE)
- S.C. Association for Higher Continuing Education (SCAHCE)

All of these associations sponsor professional development seminars and support networks of members.

The S.C. Literacy Association (SCLA) is the coordinating organization for literacy councils in South Carolina. Each local council and state-sponsored literacy program is represented on this association's Advisory Council. SCLA provides technical assistance and support for literacy programs and volunteer tutoring through grants and training to councils.

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

Are we getting results from the state's investment in adult education programs? Few programs have a formal evaluation of quality and effectiveness of services. The State Department of Education has always reviewed some adult programs, and for the first time, in 1992-93, each program will be evaluated. During 1991-92, 11 different adult education programs were evaluated according to the Department's criteria. Programs that had deficiencies were given

structured actions to follow so each could raise program standards to an acceptable level. The review criteria are the first step toward standards for quality adult education programs.

Cost effectiveness for literacy programs is difficult to determine because program costs are not always directly related to teaching or training the recipient. Administration, public awareness campaigns, in-kind costs, etc., take a significant portion of program budgets and only affect student achievement indirectly. Many of the programs described previously are limited by federal allocations, grants, state formula funding, and/or state appropriations.

During 1991, members of the Education Excellence Team on Adult Education visited a number of adult education school district sites, technical college sites, and workplace sites set up and operated by school district adult education programs and technical colleges. This team was appointed by the State Superintendent of Education and included professionals from the Adult Education program, Technical Colleges, the Work Force Initiative and the University of South Carolina.

The team's report states that adult education has, without debate, been given the lowest priority in the South Carolina educational system, funding programs at $146 (est. 1991-92) per student as compared to slightly over $2,000 for K-12 students. To meet the challenges of the 1990's, South Carolina must increase the priority it gives to educating and retraining adults and demonstrate this value through adequate funding and other forms of program support.

The team concluded that although there are numerous agencies and associations involved in providing adult education,

> *Some duplication may not be a serious problem since the need is much greater than all providers together can meet. In some areas of our state major difficulties lie in the coordination of services, length of instruction, accountability, and teacher preparation. Limited funding contributes to the inability to employ full-time directors and full-time teachers and purchase adequate instructional materials, and limits teacher preparation and staff development programs at the local level as well as through colleges and universities.*

Major findings of the visits were:

- Programs are underfunded, which results in too many part-time and not enough full-time teachers (96% of all adult education teachers in South Carolina are part-time).
- The weighted formula for adult education under the EFA needs to be fully funded by the state and revised upward to meet program needs.
- Funds must be allocated to local programs to provide improved, on-going training for teachers.
- Colleges and universities should devise a collaborative strategy for offering degree programs and staff development courses for teachers of adults.
- The image of adult education is not strong or positive at the local, state or federal level. Adult education is seen as add-on education and is not fully integrated into the

educational structure in school districts and technical colleges, which creates discrepancies in funding, staffing, facilities, instructional programs, etc.

- Support services such as student counseling, transportation, and child care are extremely limited due to lack of funds and state and federal regulations for all programs.
- Some school districts provide outstanding local support for adult education while such support is virtually non-existent in other areas.
- Some programs lack coordination among the various service providers; this coordination is essential if effective delivery of quality services is to be achieved.
- Criteria for evaluating program success need to be clearly defined.
- A competency-based curriculum needs to be developed and implemented.
- Programs should operate more hours per week all year. (In many cases the availability of facilities limits total program hours).
- Workplace curriculum should be designed based on the needs of the industry and its employees. Workplace programs need to be offered during working hours.
- The new face of adult education includes many more young adults, 16-21, than previously; these young adults have a multitude of social, emotional, economic, and family problems which must be addressed through additional support services if effective instruction is to take place.
- Adult Education must receive a higher priority in South Carolina.

Best Practice in Adult Education

Recent national studies and research have focused on adult learner outcomes and how the skills needs of the population can be identified. One trend that has emerged is the use of a *functional context* approach in adult education curricula. This approach teaches the skills *to do* something rather than the knowledge *of* something. Adults taught from a functional context approach perform better on standardized tests, can learn faster, and retain more knowledge.

New approaches to assessing the extent of illiteracy have been developed with the functional context curricula. The Educational Testing Service has developed an instrument which is being used for state and individual assessments. The assessment evaluates three types of literacy that reflect the kinds of applied knowledge adults need to function in society and in the workplace. These are categorized as prose literacy, document literacy and quantitative literacy. The U.S. Department of Labor recently completed a national survey using the ETS assessment with five increasingly complex literacy scales. The individuals tested were JTPA participants (JTPA), employment applicants from Employment Security and the Unemployment Insurance programs (ES/UI) and young adults.

According to the U.S. Department of Labor,

- *Prose literacy* is "the knowledge and skills associated with understanding and using information from texts such as editorials, newspaper articles, stories, poems and the like."

- *Document literacy* is "the knowledge and skills associated with locating and using information in tables, charts, graphs, maps, indexes, and so forth."

- *Quantitative literacy* is "the knowledge and skills associated with performing different arithmetic operations, either alone or sequentially, using information embedded in both prose and document materials."

The Department of Labor survey found that individuals with higher skills levels earned higher wages, worked in higher-level occupations and avoided long periods of unemployment. At least 40-50% of the JTPA and ES/UI participants surveyed scored on the lowest two of the five levels. The level of skills demonstrated at these levels is low enough to conclude that these individuals are limited in participating fully in society and in the workplace. The report concludes that these individuals must have job training with a concomitant increase in literacy skills in order to gain access to the job market.

A large percentage of those surveyed by the Department of Labor with 9 to 12 years of education or with a GED or diploma scored low. Thirty-five to forty-five percent of JTPA and ES/UI participants with diplomas scored in skills levels 1-2. About 65-70% of those with grades 9-12 and no diploma also scored at this level. These data support many educators' contentions that a high school diploma does not necessarily mean competency in basic skills. However, the Mississippi State Literacy Assessment concluded there is a direct correlation between education achievement and high scores on the ETS survey. Mississippi also found that minorities and rural residents tend to score lower, demonstrating these populations have more need for targeted services. The Department of Labor survey found that scores for black and Hispanic JTPA and ES/UI populations are not statistically different, but that those populations are disproportionately represented at the low and high levels on the literacy scales when compared with white respondents.

The Department of Labor survey concludes that "if demonstrated literacy skills continue to be used as an important indicator of our nation's human resource capability, then it is necessary that we learn more about the literacy requirements of key job families or related occupations." Another Department of Labor report, from the Secretary's Commission on Achieving Necessary Skills (SCANS), discussed a method through which these skills can be better defined in a functional context approach.

SCANS takes five areas of knowledge and categorizes skills. These are Resources, Interpersonal Skills, Information, Systems, and Technology. These skills are defined as follows:

- *Resources*: Identifies, organizes, plans and allocates resources such as time, money, material, facilities and human resources.

- *Interpersonal*: Works with others as a member of a team, teaching new skills, serving clients or customers, exercising leadership, negotiating and working with diversity.

- *Information*: Acquires and uses information, evaluates, organizes and maintains, interprets, communicates and uses computers to process information.

- *Systems*: Understands complex inter-relationships and systems, monitors and corrects performance, improves or designs systems.

- *Technology*: Works with a variety of technologies, selects, applies, maintains and troubleshoots technological equipment.

The State Department of Education's Office of Community Education has developed indicators of program quality for adult, lifelong learning programs. These performance indicators follow the state program requirements established through the National Literacy Act. The areas covered are student outcomes, program process and program content. The Department will use these indicators in its annual review of programs.

The following chart attempts to apply the "best practice" knowledge to South Carolina's adult education programs. Because the SCANS technology is so new, few programs can be described with these criteria. However, current curriculum approaches can be evaluated subjectively according to the three types of literacy identified in the national assessments. In addition, each program was reviewed to determine whether it includes a formal emphasis on more traditional skills, such as reading and math, and SCANS-related competencies, such as problem solving and generating new ideas.

Formal Curriculum Emphasis in *Best Practice* Skill Areas

Program	Reading	Writing	Math	Talking	Listening	Problem Solving	New Ideas	Work w/ Others	Planning	Organizing	Leading
Literacy	X	X	X								
ABE	X	X	X								
GED	X	X	X								
High School Diploma	X	X	X								
DSS Work Support	X	X	X					X	X	X	
Libraries	X										
Corrections	X	X	X								
JTPA	X	X	X					X	X	X	
GIFWFE	X	X	X			X		X		X	
Tech Dev. Ed.	X	X	X								
Tech Cont. Ed.	X	X	X	X	X	X	X	X	X	X	X
Special Schools	X	X	X	X	X	X	X	X	X	X	X

The primary indicators for **student outcomes** are:

- *Educational gains*: outcomes of basic skills and competencies, attainment of life skills applied in a functional context, achievement or continuation of education to a higher level.

- *Student personal-social development*: attainment of personal goals, improvement of attitudes and behavior.

The primary indicators for **program process and content** are:

- *Program planning*: a written mission statement of program outcomes and services, ongoing planning that considers community demographics, needs, resources, economic and technological trends.

- *Curriculum and instruction*: curriculum and instruction is non-biased, multi-cultural and geared to different levels of student needs, including various methods and strategies. Feedback from students and staff is encouraged and the curricula are outcome-based and responsive to student needs, goals and realities.

- *Staff development*: staff has appropriate qualifications and experience. Staff development provides orientation to the philosophy and goals of the program, is on-going and based on input of staff and students.

- *Support services*: program ensures that requisite support services are made available directly or through other educational and service agencies.

- *Recruitment*: the population in need of services is targeted and the program is successful in recruiting from these targets.

- *Retention*: the program has a process and plan for achieving student retention. Students remain in the program long enough to achieve their goals.

- *Collaboration*: there is a process for collaboration involving key personnel and activities in the district, coordinated with other service providers.

These indicators summarize the basics of the best practices being used to achieve progress in improving the quality of adult education programs. The chart below subjectively applies the program process criteria to South Carolina's current adult education programs. While these cost effectiveness measures are not quantifiable in their evaluations, they do provide a comparison of current services against criteria that have been judged to be most valuable on a national level. The performance indicators recently adopted by the Department of Education will offer a more detailed analysis of program effectiveness for next year's report. The following section of recommendations can further enhance the state's progress in achieving Goal Five.

Programs that have *Best Practice* structural elements

Program	Targeted Recruitment	Intake Orientation	Assessment	Instruction	Support Services	Follow-up Students	Staffing (majority)	Required Staff Dev.	Coordination w/other programs
Literacy	voluntary	interview for tutor match	pre, no post	tutor	no	no	volunteer	some	yes
ABE	voluntary	interview	pre, no post testing	self-paced individualized	no	no	part-time	some	yes
GED	voluntary	interview	pre-test and GED exam	self-paced individualized	no	no	part-time	some	yes
HS Diploma	voluntary	interview review	Exit exam required	classes w/ teacher	no	no	part-time	some	yes
DSS Work Support	required	part of client intake	depends on contractor	depends on contractor	yes	to employ-ment	depends on contractor	depends on contractor	yes
Libraries	voluntary	NA	NA	NA	NA	NA	NA	NA	yes
Corrections	voluntary all inmates	interview	pre, no post testing	self-paced individualized, classes, tutoring	yes	to parole	full-time	some	yes
JTPA	targeted to economic/social disadvantaged	interview	depends on contractor	self-paced individualized, classes	yes	to employ-ment	depends on contractor	depends on contractor	
GIFWFE	voluntary mandatory by some employers	company meetings & individual meetings to set goals	pre & post tests	self-paced individualized, classes	no	no	part-time	some	yes
TECH DE	voluntary mandatory to low-level degree program students	interviews w/ student advisor	pre & post tests	self-paced individualized, classes	no	no	full-time	some	yes
TECH CE Special Schools	voluntary/ mandatory	interview	pre & post	all types	no	no	part-time	some	yes

RECOMMENDATIONS FOR ACTION

Adult education programs should re-organize their policies to fit the unique learning objectives that drive adults to go back to school. The primary reason an adult seeks additional training or education is either to improve his employability, or to become more proficient as a parent and citizen. When public and private adult education programs are reviewed with one or the other of these criteria as the learning objective, substantive decisions can be made concerning the appropriation of funds and resources.

The gains being made toward the achievement of Goal Five cannot be measured without restructuring the accountability systems for adult education programs. Currently, enrollments are the primary measure of *system* achievement; *student* achievement is scarcely measured and has historically been only a secondary consideration in state policy.

The education and business leadership of South Carolina should work to consolidate the management of adult education to meet these two objectives. At the same time, the provisions of the National Literacy Act of 1991 should be implemented with the creation of a Governor's Coordinating Committee and with the institution of performance-based funding for programs. Those programs that can achieve the learning objectives of the student and the state can then be prioritized through a consistent application of performance criteria. The result will be workers who can work smarter to meet the demands of the workplace, citizens who can participate more effectively in their communities, and families that value lifelong learning and educational attainment.

- ***A Governor's Coordinating Committee should be created*** to provide oversight in the delivery of literacy education, conduct future planning for coordinated programs, establish program priorities, and manage resources. The Coordinating Committee (appointed by the Governor) should have authority, such as is outlined through the National Literacy Act, to coordinate statewide adult education and literacy activities. Creation of such a coordinating body has also been called for in the Job Training 2000 initiative and the new JTPA legislation.

- ***The Governor's Coordinating Committee should determine priorities for best use of adult education/training resources and personnel.***

- ***The Governor's Coordinating Committee should investigate and suggest best use of resources*** to identify special needs populations and encourage expansion of program activities to meet each population's learning needs and the state's Goal Five objectives.

- ***Program accountability should be mandated and should focus on determining educational gains and student outcomes.***

- ***A coalition of literacy leaders, educators, and business/industry leaders should work to define "literacy"*** in terms which address South Carolina's need to

compete in a global market. This coalition should consider using the SCANS competencies and national assessment tools such as the three-dimensional surveys used by the Department of Labor and Educational Testing Service.

- ***A formalized pre-service training program for teachers of adults should be established.*** Well-organized staff development and professional development programs should be established.

- ***All forces causing competition among agencies for enrollments of the adult learner should be eliminated.*** The state should develop a "seamless" approach to education even if it means merging agency responsibilities.

- ***All workforce basic skills training should be combined under one supervisory structure and assigned to one entity.*** This will eliminate unnecessary competition and duplication of administrative responsibilities.

ADVANCED LITERACY

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

The jobs of the future will increasingly require critical thinking, problem-solving and communication skills at levels that equate to one or more years of college education. At present no accurate outcome data are available on a statewide basis to measure such advanced literacy skills. Proxy measures in the form of college prerequisites and degrees awarded are presented in the following section.

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

Completion of Prerequisites for College Admission

Data on students' completion of course prerequisites for college can provide a very rough measure of their ability to do college-level work. Effective in fall 1988, South Carolina public senior colleges and universities required that applicants for freshman admission must have completed certain high school courses before being admitted. Specifically, students must now have received credits in four units of English, three in math, two each in lab sciences, foreign languages and social studies and one each in western civilization, history, and physical education.

- Since implementation of these prerequisites, compliance rates at the institutions have generally improved. Statewide, the percentage of entering freshman who met all prerequisites increased from 78% in 1989 to 86% in 1990 and 90% in 1991.

- The percentage of freshmen meeting each of the eight prerequisites considered separately was slightly higher for four of the prerequisites and declined by one for the English prerequisite when compared to 1990 data. All of the individual prerequisites were met by at least 95% of the freshmen, both residents and non-residents.

College Enrollment and Degrees Awarded

- Approximately 28% of residents 18 to 20 years of age were enrolled in public institutions in fall 1990. Private institutions had an enrollment of 8% for the same age group.

- College enrollment data indicate significant disparities between the rates of college attendance for black and white students. Total fall 1990 enrollment was 80% white, 18% black. Total fall enrollment in 1991 was 77% white, 19% black.

- Between fall 1981 and 1990, headcount enrollments in the State's public senior colleges and universities increased by 20.7% (from 72,328 students to 87,167 students). Headcount enrollment in the technical colleges increased by 23.9% during the same period (from 36,742 students to 45,509 students).

- Black undergraduate student enrollment in public senior institutions rose steadily between the fall of 1981 and 1990 from 5,152 students (10% of the total senior college and university undergraduate student body) to 12,655 students (15.2%).

- Minority student enrollment in the technical colleges in fall 1989 was 22.7% (9,555 students) and rose to 22.80% (10,394 students) in 1990.

Higher Education Enrollments, Fall 1991
South Carolina Public Institutions

	White	Black
Public Senior Colleges	68,575	13,241
Two-Year Regional Campuses	3,906	975
Technical Colleges	37,031	11,931
Total Public Institutions	**109,512**	**26,147**

- As shown below, increasing numbers of college enrollees are older students returning to school.

- In fall 1991, approximately 71% of students age 45 and older in public institutions were women.

Mature Student Enrollments, Fall 1991

Institution	35-44	45-54	55 +	Male	Female	Total
Public Senior Colleges	7,088	2,355	1,034	3,026	7,451	10,477
Two-Year Regional Campuses	505	155	123	205	578	783
Technical Colleges	6,294	3,727	306	2,639	7,588	10,277
Total	13,887	6,237	1,463	5,870	15,617	21,537

- Between 1980-81 and 1989-90, there was a 13.2% increase in the number of degrees awarded from South Carolina's public senior colleges and universities and an 8.1% increase in degrees awarded by the technical colleges. The only decrease in the number of degrees awarded occurred on the University of South Carolina two-year regional campuses (3.9%).

- The number of minority students that graduate from South Carolina colleges and universities with associate, baccalaureate, masters (or first professional) or doctoral degrees has remained relatively stable since 1984-85. Gains are evident in the number of minority students graduating from college (see baccalaureate and doctoral levels). However, the gains are uneven; in some cases, there has actually been a decline in the number of degrees awarded to minority students over the past six academic years.

- In a comparison of degrees awarded by public post-secondary institutions in 1989-90 with those awarded in 1984-85, the percentage of black recipients increased only at the doctoral level, from 3.1% to almost 5.8%. At the masters and first-professional level, there was a decline from over 9% to less than 8%; the bachelors level did not change; and the black percent of associate degrees also declined from 22% to 21%.

Post-Secondary Degrees Awarded Since 1984-85

	White		Black		
	Male	Female	Male	Female	Total*
Associate Degree					
1984-85	1,635	2,226	417	763	5,242
1990-91	1,522	2,412	326	656	5,000
Baccalaureate					
1984-85	5,039	5,223	632	1,153	12,309
1990-91	5,303	6,354	653	1,278	13,959
Masters/First Professional					
1984-85	1,469	1,634	85	265	3,728
1990-91	1,548	2,152	82	250	4,414
Doctoral					
1984-85	120	58	3	4	224
1990-91	137	101	15	15	363

*Total includes other groups not categorized as black or white.

THE CURRENT SERVICE DELIVERY SYSTEM

Discussions are underway nationally and on a statewide basis concerning the skills that students should possess as they exit post-secondary certificate and degree programs. At a national level, work is in progress to identify skills so that progress can be measured toward the achievement of National Education Goal Five and its objective to "increase substantially" the proportion of college graduates who demonstrate "an advanced ability to think critically, communicate effectively, and solve problems."

While higher order thinking skills and advanced literacy are not yet defined with any specificity at the national level, South Carolina colleges and universities have worked to

identify and assess the intended and actual outcomes of collegiate education at their respective campuses. For example, through the Commission on Higher Education's *Guidelines for Institutional Effectiveness* and with the assistance of the South Carolina Higher Education Assessment (SCHEA) Network, public institutions are defining and assessing general education and majors or academic concentrations which are intended to provide higher order thinking skills and advanced literacy.

Some South Carolina colleges and universities expect general education to develop in their students such skills and abilities as reading critically, writing effectively, and speaking with clarity and coherence. Other outcomes expected of general education by South Carolina colleges and universities include the attainment of basic quantitative skills, understanding of different cultures, and familiarity with the techniques of scientific investigation. While colleges and universities have different definitions of general education as well as different expectations concerning the outcomes of their educational programs, there is a degree of consistency in the expectation that their graduates will possess the ability to communicate effectively both in oral and written form, to read with comprehension, and to employ quantitative and scientific reasoning.

The pages that follow describe the efforts and major programs that are underway in South Carolina that contribute to the attainment of higher order thinking skills and advanced literacy. The chapter concludes by identifying the challenges and issues that must be seriously considered to promote higher order thinking skills and literacy in this state, and by recommending specific actions to assist in accomplishing Goal Five.

A Brief Profile of South Carolina Higher Education

South Carolina's relatively small geographic size and broad dispersion of public and independent colleges and universities provide opportunities for the attainment of higher order thinking skills and advanced literacy throughout the state. Currently, South Carolina has 33 public colleges and universities and 28 independent institutions of higher learning. Of these, 34 institutions offer baccalaureate or graduate degrees while the remaining 27 institutions provide a diverse array of programs including those leading to associate degrees, certificates, and diplomas.

The state's 33 publicly-supported institutions include 12 "senior" colleges and universities which offer baccalaureate and graduate degrees, and 21 two-year institutions comprised of five University of South Carolina regional campuses and 16 technical colleges. South Carolina's public higher education institutions offer a broad range of degree programs and serve a diverse student population. The public colleges and universities have different entrance requirements, academic programs, and student characteristics. They are alike, however, in their reliance upon the state as a major source of funding to provide the services and coursework necessary for the further attainment of higher order thinking skills and advanced literacy.

State funding for higher education is based upon a formula which includes such factors as the number of full-time equivalent students to be taught, level of degree programs offered, and full-time equivalent teaching positions required. The funding formula is used to calculate the base amount of funding needed for colleges and universities to provide their respective educational programs and services (information on college and university funding and spending patterns is included in a later section of this document). The percentage of the formula funded over the past decade varied widely from a high of 99.7% in fiscal year 1984-85 to a low of 71% during the 1992-93 fiscal year. These significant differences in annual funding levels force the state's colleges and universities to do more with less and to find ways of enhancing educational quality and student learning without relying upon additional resources.

Among the ways of raising quality within current higher education service delivery parameters are to define and enhance academic entrance requirements for students; increase higher education participation and graduation rates through a commitment to access and equity and meaningful collaboration with elementary and secondary schools; and insist upon quality and accountability from all colleges and universities through defined and ongoing statewide evaluation processes. These efforts can in turn contribute to the enhancement of higher order thinking skills and advanced literacy by raising the state's expectations for student preparation for higher education, the quality of learning within colleges and universities, and institutional accountability in graduating students who are highly literate and prepared for workforce demands.

Statewide Priorities and Related Initiatives

Several state higher education priorities affect the attainment of higher order thinking skills and advanced literacy. These priorities are:

- To increase higher education participation and completion rates;
- To achieve transfer agreements among institutions; and,
- To improve quality and accountability in state-supported higher education.

Efforts to increase higher education participation and completion rates include the Higher Education Awareness Program, the South Carolina Higher Education Program for Access and Equity, Veterans Apprenticeship and On-The-Job Training programs, development of the Commission on Higher Education's Management Information System, implementation of Associate in Arts and Associate in Science degrees in all technical colleges, and coordination of a statewide institutional effectiveness program.

Current Initiatives/Programs Pertaining to Advanced Literacy and Higher Order Thinking Skills in South Carolina

Program Title/ Description	Funding Source Served	Funding Amount	Clients/Students
Higher Education Awareness Program (eighth grade initiative)	Education Improvement Act Funds	91-92: $100,000 92-93: $252,250	approx. 1,300 eighth graders (in pilot schools) approx. 18,000 eighth graders
S.C. Higher Ed. Program for Access and Equity	State	91-92: $464,474 92-93: $460,420	Allocations are provided to assist colleges and universities in implementing strategies/programs to improve minority student, faculty, and staff access and equity
Veterans Apprenticeship and On-The-Job Training	Federal	91-92: $8,799,534 (expended for ed. under all GI bills)	Approx. 300 veterans and other eligibles
CHE Management Information Sys.	State	91-93: $500,000	Public and Private colleges and universities, S.C. General Assembly, Governor's Office, CHE
Institutional Effectiveness	None	None	Four-year and two-year public colleges and universities

The Higher Education Awareness Program, Higher Education Program for Access and Equity, and institutional effectiveness process are described in detail in the section below. Reviewed here are the contributions of the Veteran Apprenticeship and On-The-Job training programs, and the implementation of Associate in Arts and Associate in Science degrees in all technical colleges to the attainment of higher order thinking skills and advanced literacy.

Veterans Apprenticeship and On-The-Job Training programs assist South Carolinians in achieving advanced literacy and critical thinking skills. Currently there are approximately 216 separate programs approved in close to 144 business and industrial sites across South Carolina. These programs currently train more than 285 veterans and other eligibles in new areas of expertise with

jobs reasonably guaranteed upon completion of training. With the down-sizing of the military, the Commission on Higher Education expects program approval requests and the enrollment of veterans and other eligibles to increase in the months ahead. In conjunction with the South Carolina Military Assistance Council, the Commission on Higher Education intends to send a letter to each dischargee and his or her family in order to offer assistance in approving job training opportunities and post-secondary education. These efforts will further assist in extending higher education and training opportunities to those who might not otherwise have such opportunities.

The Commission on Higher Education is interested in monitoring the participation and completion rates of students enrolled in public higher education institutions in the state. This will be accomplished through the **Commission on Higher Education Management Information System (CHEMIS)**, which is currently under development. Reliable analyses of student enrollments, graduation rates, and numerous other factors will be possible through CHEMIS and will assist in making statewide policy decisions with implications for increasing college-going and completion rates.

A major policy consideration for increasing higher education participation and completion rates is **achieving transfer agreements among institutions**. Students should not have to question whether courses they have taken, are currently taking, or plan to take will or will not transfer to another South Carolina college or university. The judicious and systematic transfer of course credit among institutions can enhance considerably the ability of students to achieve advanced literacy and higher order thinking skills. For example, students who begin their post-secondary study in technical colleges and two-year branches of the University of South Carolina can progress into baccalaureate study and obtain additional critical thinking skills and advanced literacy with greater ease if they know which courses or programs of study will enable them to transfer with credit into a four-year college or university. To achieve transfer agreements among South Carolina colleges and universities, the Commission on Higher Education established a Transfer and Articulation Policies Committee, comprised of senior-level administrators, which is working toward that end.

A major achievement in further enabling students in all technical colleges to pursue baccalaureate study was the Commission on Higher Education's decision in fall 1989 to grant approval for the **Associate in Arts and Associate in Science degrees** to be offered in those technical colleges which previously had not offered degree programs for purposes of transfer. Students throughout the state now have the opportunity to enter into and complete degree programs in the 16 technical colleges that prepare them for baccalaureate-level study. The broad access to these degree programs, their relatively low cost, and their capacity to prepare students for further study contribute to the attainment of advanced literacy and higher order thinking skills in South Carolina.

The eventual **elimination of remedial programs from South Carolina's public senior colleges and universities** would provide the opportunity to offer courses of sufficient academic content to provide college-level credit applicable to graduation. This, in turn, would elevate the total course offerings of the public senior institutions to levels reflective of baccalaureate study and advanced literacy. Remedial courses would continue

to be available in the two-year higher education institutions to provide avenues for skill attainment for students who are not fully prepared for collegiate study.

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

The effective utilization of state resources and the efficient attainment of statewide and national goals require undertaking cost-benefit analyses of programs and initiatives. Provided below are 1) the most recent analyses of state funding and institutional spending patterns; and 2) an analysis of the cost-effectiveness of major statewide programs and initiatives that are important to the attainment of advanced literacy and higher order thinking skills in South Carolina.

Institutional Spending Patterns

Two years ago, as part of the statewide higher education planning process, the Commission on Higher Education and the Advisory Council on Planning (which consisted primarily of senior college and university presidents or their designees) undertook a study of state funding and institutional spending patterns. While the intent of the study was to provide meaningful information on institutional expenditure of funds derived from State appropriations or from student fees, and to compare those expenditures with line-item funding generated through the higher education funding formula, the study was illuminating also in simply indicating how institutions expend their State allocations. The table below is useful in determining the priority given in state expenditures to those functions most directly related to classroom instruction.

SUMMARY OF 1990-91 CURRENT FUNDS: REVENUES
SUMMARY ALL INSTITUTIONS

Educational and General:

Instruction	367,464,950	41%
Research	111,345,615	12%
Public Service	90,237,321	10%
Academic Support	80,783,078	9%
Student Services	41,419,380	5%
Institutional Support	82,648,163	9%
Operation & Maintenance of Plant	81,250,776	9%
Scholarships & Fellowships	46,715,951	5%
Total Education & General	**901,865,234**	**100%**

Most of the analysis in the study was based upon fiscal year 1988-89 data. However, it is important to note that the results of the study were not validated by the Commission on Higher Education and the entire matter was referred back to Commission and institutional committees for further consideration. The Commission now collects and publishes current fund revenues and expenditures of the State's public senior colleges and universities in its annual statistical abstract. Moreover, Commission staff currently are updating information on institutional funding and spending patterns so that more contemporary information will be available. **These data are useful in analyzing (by institution) the amount and percentage of current fund expenditures that are dedicated to budget components such as instruction, academic support, and student services that have a relationship to the attainment of higher order thinking skills and advanced literacy.**

The draft study of institutional funding and spending patterns conducted two years ago found that in the category of instruction, spending overall was reasonably close to the amount generated by the formula. The instruction category includes faculty salaries and instructional support. In basic terms, instructional support consists of support costs at the departmental level. The study found that USC-Columbia and Clemson together spent a slightly higher percentage for instruction than the formula allocates (42.5% versus 41.7%). Also, the State's two medical institutions spent well above what the formula provided for instruction (63.1% versus 55.2%).

Each of the remaining four-year public institutions spent a smaller percentage of funding on instruction than was generated by the formula. As a group, these institutions spent 38.6% for instruction as compared to the 41.6% generated by the formula. Moreover, the study found that two-year public institutions spent less than the formula provided for instruction (38.6% versus 44.1% for the two-year campuses of USC and 45.7% versus 53.5% for the technical colleges. Only USC-Salkehatchie was found to spend a greater proportion than is in the formula for instruction). "Underspending" among the technical colleges could be explained by the large number of part-time faculty employed, who generally are paid at a lower rate than full-time faculty.

Expenditures for libraries are also important to consider as part of institutional commitment to providing the resources that are necessary to student attainment of advanced literacy and higher order thinking skills. The average expenditures of non-medical institutions for libraries were found to be somewhat above the formula. (The medical institutions had expenditures well below the formula, although there is reason to believe that the Library Step of the formula generates more than is necessary for libraries in medical institutions). For the two-year campuses of the University of South Carolina, the expenditures for libraries were well above the formula (6.1% versus 4.4%).

In the student services component, every public institution spent a greater proportion of funds than that generated by the formula (fiscal year 1988-89 data showed expenditures of 5.4% versus a formula ratio of 3.6%). Student services include the offices of admissions and the registrar, as well as those activities whose primary purposes are to contribute to the student's emotional and physical well-being and to his or her intellectual, cultural, and social development outside the context of the formal instructional program.

Finally, in the area of institutional support (which includes fiscal operations, administrative data processing, personnel offices and the president's office), the total spent for all institutions compared closely with the amounts generated by the formula. However, when categories of institutions were examined closely, major differences in spending patterns became apparent. The University of South Carolina-Columbia (minus the medical school) and Clemson University spent well below the formula in this area (8.1% expended versus 11.4% in the formula), while the remaining four-year institutions (minus the Medical University of South Carolina), the two-year campuses of USC, and the technical colleges spent well above the proportions in the formula.

In sum, the draft study of institutional funding and spending patterns indicates that for the most part institutions dedicate state funds to high-priority areas (instruction, libraries, etc.) that are critical to the attainment of higher-order thinking skills and advanced literacy. However, there are areas such as those relating to administrative costs which should be examined and monitored carefully to ensure the proper utilization of scarce State resources. More definitive information on this entire subject should emerge from the joint Commission and institutional study committee. Other important studies pertaining to the proper utilization of State funds which currently are planned or underway focus on faculty productivity and space utilization. The cost effectiveness of the Higher Education Awareness Program, the South Carolina Higher Education Program for Access and Equity, and the Institutional Effectiveness Program are reviewed below.

Higher Education Awareness Program

The Higher Education Awareness Program (HEAP) was established by South Carolina Act 271 of 1992 to inform eighth grade students and their parents about South Carolina higher education options, academic requirements, costs, and financial aid opportunities. The central purpose of the program is to increase the number of students who pursue post-secondary education and thereby enhance their ability to achieve higher order thinking skills and advanced literacy.

During the 1991-92 fiscal year, program development and pilot test activities were supported by $100,000 in Education Improvement Act (EIA) funding. This funding made possible the development of innovative program materials (including a video tape, posters, and information resources for teachers and counselors) which conveyed the message that "College Pays." Once developed, program materials were pilot tested in selected school sites to assess their effectiveness.

To evaluate whether the program material effectively conveyed information necessary for planning for post-secondary education, pre- and post-tests were conducted in pilot and control schools. The main results of the pilot test are described above in the section on current service delivery. In brief, the results of the pilot test were encouraging and indicated that the HEAP materials and approach were effective. Students in the pilot-test schools showed meaningful change in their perceptions about what they need to get into college, what barriers can be overcome (including costs) to attend college, and the importance of college to their future. Following their exposure to HEAP materials, pilot test

students were more focused on pursuing further training and education after graduating from high school (an increase from 76% to 82%) and indicated a greater awareness that college is a critical step toward getting the kind of job they want (an increase from 52% to 58%). **If the Higher Education Awareness Program is effective in the longer term, the number of South Carolinians who attend and graduate from post-secondary institutions will increase as those who are exposed to the program move forward through high school and take courses that will prepare them effectively for future academic and workplace demands.**

As a very comprehensive early intervention program (by law the program will expand to include all South Carolina eighth graders by 1993-94) that is showing some positive early results with relatively little funding, the Higher Education Awareness program is cost-effective for several reasons.

First, funding is provided only for material development, the salary of one program coordinator, and limited in-state travel to schools that have eighth grade classes. Colleges and universities participate in the program by dedicating personnel who meet with school administrators, counselors, teachers, and, most importantly, students and their parents to communicate information that is critical to planning effectively for higher education in South Carolina. In like manner, the schools that fall within the purview of the program receive no additional funding for the endeavor.

Second, HEAP funding comes from existing EIA funds and does not affect the bottom line of the state budget. In short, current rather than new resources fund the Program.

Third, the program utilizes existing State and private resources to disseminate information to students and parents. For example, the Department of Social Services is disseminating HEAP information and materials to its clients. Moreover, churches, businesses, and some regional business/education partnership organizations are assisting in distributing HEAP information. Therefore, State resources are being saved through coordination and collaboration with other State and private organizations. Finally, the cost per student is exceptionally low. For example, $252,000 was allocated for HEAP out of EIA funds for the 1992-93 fiscal year (this amount included $121,000 for development of program materials). Approximately 17,000 students in 96 schools (at least one school in every school district) will receive HEAP materials over a twelve-week period, view two HEAP video tapes, and receive one-on-one and small group counseling from college and university representatives. The cost of materials that impart meaningful higher education information to each eighth grader amounts to approximately $7.00 per student. Given the positive results of HEAP to date, and the great promise it holds for the current and future years, the program is very cost-effective.

South Carolina Higher Education Program for Access and Equity

The South Carolina Higher Education Program for Access and Equity is important to the state's effort to increase the number of minority students who enter into and graduate from South Carolina's colleges and universities. The most productive way of examining the

program's cost-effectiveness is to compare program results with program goals and the funding allocated to support the achievement of those goals.

The Access and Equity Program is intended to encourage the development and maintenance of institutional environments where minorities are considered a valuable part of institutional life; the attainment of parity in black and white graduation rates; progress in hiring minority faculty, professional staff, and other employees; the transfer of minority students from two-year to baccalaureate degree granting institutions; the maintenance of state aid programs for minority undergraduate, professional, and graduate students; the improvement of black male participation rates in South Carolina higher education; and the strengthening of historically black colleges so that they can fulfill their missions and provide quality education programs. These Access and Equity Program goals are largely consistent with Goal Five strategies outlined in the National Governors' Association report entitled *Educating America: State Strategies for Achieving The National Education Goals* (1990).

How effective has the Access and Equity Program been in addressing its stated goals, given the funding provided? At the Commission on Higher Education's request, the program's effectiveness was recently assessed by an out-of-state evaluator. Moreover, the program's effectiveness at the college and university level is assessed each year as part of the Commission's institutional effectiveness program. The results of the external evaluation indicated that some program goals and objectives are being met whereas others are not.

In those areas of the Access and Equity Program that relate to the achievement of advanced literacy and higher order thinking skills, the evaluation found little evidence of real progress occurring. Specifically, the evaluator found no discernible progress being made toward achieving parity in black and white graduation rates, hiring additional minority faculty and professional staff, addressing the financial needs of minority students, or addressing the problem of under representation of black males in higher education. In most cases, the quantitative data pertaining to these areas indicated stability — i.e., no progress and little slippage. **The evaluator did, however, find progress occurring in the encouragement of minority students to transfer from two-year to baccalaureate degree-granting institutions.**

For a statewide initiative of this magnitude and importance, only modest funding is currently provided through state appropriations. It is important here to underscore two points.

First, without the ongoing commitment of the state and state resources to the improvement of minority access and equity in higher education, little or no improvement can be expected in the attainment of the exceptionally important goals of the Access and Equity Program. Students who have historically been denied opportunities to partake of the benefits of higher education will find it exceedingly difficult to do so without adequate financial support.

Second, cost-effectiveness in the area of access and equity must be viewed and analyzed in terms of the influence of funding support on the lives of students. Funding for

"Other Race Grants" and "Graduate Incentive Fellowships" (GIF) enable qualified students to pursue undergraduate and graduate education and increase their level of literacy and ability to think critically. **Put simply, the funding for these programs provides avenues to educational attainment for minority students that otherwise would not exist.** The cost-effectiveness of such programs is high when one considers the educational attainment of minority students who are beneficiaries of financial support through the Access and Equity Program. The cost of not providing fellowship support to qualified minority students is even higher.

The external evaluator of the State's Access and Equity Program found that in 1991-92 funding for the GIF program was reduced by nearly 58% to $201,000. This meant that with the required institutional match, institutions could award only 20 doctoral and 30 master's degree fellowships. According to the evaluator, "this number of awards would have served about 3% of the eligible population of black graduate students."

The same bleak picture applied to "Other Race Grants" which are used to provide scholarships to black students at traditionally white senior institutions and regional campuses of the University of South Carolina and to white students at South Carolina State University. The Access and Equity Program evaluator found that the Other Race Grants Program was cut in the most recent year by 25% to $78,000. The evaluator noted that "with the prescribed match and using the maximum $1,000 grant as a guideline, the award was available to fewer than 1% of South Carolina's undergraduate population."

Under current conditions many minority students cannot receive the financial support they need to progress through college and university degree programs. Those who do receive financial support and obtain their degrees provide the State and nation with minority citizens who possess advanced literacy skills and the capacity to think critically. The funding that institutions dedicate from their Access and Equity allocations to provide financial support to eligible minority students is money well spent.

Institutional Effectiveness

Common to discussions and documents on advanced literacy and higher order thinking skills is agreement on the need for assessment and accountability. **The assessment of student learning can assist in better determining what skills and knowledge base students have as they progress through and exit college.** According to the National Governors' Association Task Force on Education, "the assessment process should be consistent with institutional missions, should rely on multiple measures of performance, and should aim to improve both curriculum and the performance of students" (*Educating America: State Strategies for Achieving the National Education Goals*, 1990). South Carolina's Institutional Effectiveness process is consistent with the elements set forth by the National Governors Association as desirable for an assessment process.

As part of Act 629 of 1988 (the "Cutting Edge" legislation), an institutional effectiveness process was established to provide an ongoing system of assessment in South

Carolina. The 18 institutional effectiveness components to which public higher education institutions respond as part of the statewide assessment and improvement process are further augmented by accountability standards put into place by Act 255 of 1992. Together, these assessment and accountability standards require public colleges and universities to provide data, data interpretation, and information on data use on student learning and achievement, and such areas as administrative and financial processes and performance, facilities, public service, and research. With rare exceptions, institutions are able to select what methodologies they use to assess their effectiveness within the various required components. For example, no prescribed methodology exists for the assessment of general education; each college or university can create or select an assessment process that is consistent with general education as defined by the institution and formed by its mission.

The best indicator of whether the higher education institutional effectiveness process is in fact accomplishing its stated purpose of strengthening the quality of higher education in South Carolina, and producing a continuous cycle of improvement in public colleges and universities, is the collective work and movement of the higher education institutions during the short period of time since the process was implemented. Annual effectiveness reports submitted by the institutions and the Commission on Higher Education's annual *Summary Report on Institutional Effectiveness* indicate that South Carolina colleges and universities are assessing student learning in a serious manner and are utilizing the results to improve quality. Examples of this in areas pertaining to advanced literacy and higher order thinking skills include the assessment of student performance on licensing and certification examinations, the success of entering students in meeting college and university admissions prerequisites, undergraduate retention and attrition, and minority student and faculty access and equity. Institutions are also currently reporting on the assessment of general education and majors and concentrations. It is important to emphasize that institutions are not only reporting on these effectiveness components but are also interpreting the results of their assessments in the various component areas and showing how they are utilizing the results for improvement.

No state resources are specifically allocated for the process. The State's colleges and universities are integrating assessment into their ongoing operations and do not receive state funds specifically earmarked for institutional effectiveness activities.

CONCLUSION

South Carolina higher education contributes to the attainment of advanced literacy and higher order thinking skills through a variety of programs and initiatives described above. Strong collaborative efforts between schools and colleges (such as the Higher Education Awareness Program), statewide initiatives to provide access to and equity within South Carolina institutions of higher learning, and coordinated action to assess and improve the quality of the state's colleges and universities contribute to advanced literacy and higher order thinking skills. Moreover, the continued effort to increase transfer and articulation among colleges and universities in South Carolina and to remove remedial coursework from

the public four-year institutions will enhance movement toward the attainment of those skills. However, further progress is needed.

Perhaps most importantly, higher education policy makers on the national and state levels must decide upon and make clear what skills and knowledge students are to possess as they exit degree or occupational programs. If advanced literacy and higher order thinking skills are to be assessed, and in a manner that is consistent on a statewide and national basis, the two terms must be defined in a way that is measurable through time. It is incumbent upon the higher education community to be specific about skill and knowledge requirements for college degree and program graduates.

Two keen observers of higher education in the United States, Ernest Boyer and Arthur Levine, observed nearly a decade ago that "higher education in America is a sprawling enterprise and, in their eagerness to respond to new demands, many of America's colleges and universities have lost a sense of their own expectations. The mission of higher education has become muddled" (*A Quest for Common Learning,* 1983).

Expectations must be clarified if instruction, curricula, student performance, and other elements critical to the attainment of advanced literacy and higher order thinking skills are to be evaluated in a way that measures progress toward achieving Goal Five.

Fortunately, work is underway. In late July 1992, the Task Force on Assessing the National Goal Relating to post-secondary Education presented its report to the National Education Goals Panel. While the Task Force found that "no systematic way now exists to measure what our post-secondary students know based either on identified standards of performance or a comparative basis," it did conclude that

> It is both feasible and desirable to develop a national sample-based post-secondary assessment system, which will provide regular national and state representative indicators of college graduates' ability to think critically, communicate effectively and solve problems and which includes assessments of occupational specific skills for students in occupationally specific programs. *(Report to the National Education Goals Panel,* 1992).

The Task force recommended that the National Education Goals Panel "...encourage the development of a sample-based national system of standards and assessment for post-secondary education" while recognizing that individual institutional efforts remain "critically important". South Carolina's effort to assess advanced literacy and higher order thinking skills should be consistent with the national collegiate assessment system (once it is developed) to monitor progress toward Goal Five.

South Carolina higher education is contributing to the attainment of advanced literacy and higher order thinking skills. It must, however, continue to pursue clearly articulated outcomes expected of collegiate education, and the improvement of those outcomes.

RECOMMENDATIONS FOR ACTION

- ***Maintain rigorous accountability standards*** to assess and further improve graduation and persistence rates; the job placement of graduates; the enrollment rate of students from minority groups; the number of full-time students who transfer from a South Carolina two-year college to a four-year college or university; and other standards enacted by the South Carolina General Assembly in Act 255 of 1992, and within the South Carolina Commission on Higher Education's *Guidelines for Institutional Effectiveness.*

- ***Proceed with the assessment of advanced literacy and higher order thinking skills*** in South Carolina in a manner consistent with a national collegiate assessment system developed to monitor progress toward Goal 5.

- ***To the extent possible, merge the assessment of advanced literacy and higher order thinking skills with existing assessment and reporting processes.***

- ***Renew efforts in South Carolina to provide the financial assistance necessary*** to increase the number and percentage of minority students who attend and graduate from in-state post-secondary institutions, and to support a need-based student bond bill.

- ***Formulate articulation agreements between South Carolina's colleges and universities*** to provide students with clear guidance concerning the transfer of academic credit among institutions.

- ***Undertake efforts in South Carolina to ensure that the first two years of a baccalaureate-level education taken in a two-year college will transfer automatically*** to a four-year college or university.

- ***Assess faculty productivity and administrative costs*** and monitor such costs carefully to assure that the State's resources are being utilized effectively to educate students in South Carolina post-secondary education.

- ***Continue to pursue and insist upon high admission and retention standards*** in South Carolina's colleges and universities to underscore the importance of progressing toward advanced literacy and higher order thinking skills throughout the educational process and to elevate further the attainment of such skills in baccalaureate-level education.

- ***Phase remedial courses out of South Carolina's public senior colleges and universities*** as early as practicable.

CHAPTER SIX
SAFE, DISCIPLINED AND DRUG-FREE SCHOOLS

By the year 2000 every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

The use of alcohol and other drugs contributes to school dropout rates, delinquency, violence in and around schools, underachievement later in life, and a host of other undesirable consequences. Even for children who are not users themselves, close proximity to alcohol and other drug use can have profound effects.

Similarly, problems related to discipline, delinquency and violence among school-age youth impede the learning and life prospects not only of the delinquent student but of those around him. The threatening or disruptive behavior that takes place in school may be only one manifestation of a larger community problem.

Teen pregnancy, not specifically mentioned in Goal Six, is addressed here as well as in Goal One. Current research on the promotion of socially responsible behavior among adolescents strongly suggests that teen alcohol and drug abuse, delinquency, and sexual activity arise from similar causal factors and can be most productively addressed through common strategies aimed at those factors. Teen pregnancy is therefore included in this chapter for purposes of strategy development.

ALCOHOL AND OTHER DRUG ABUSE

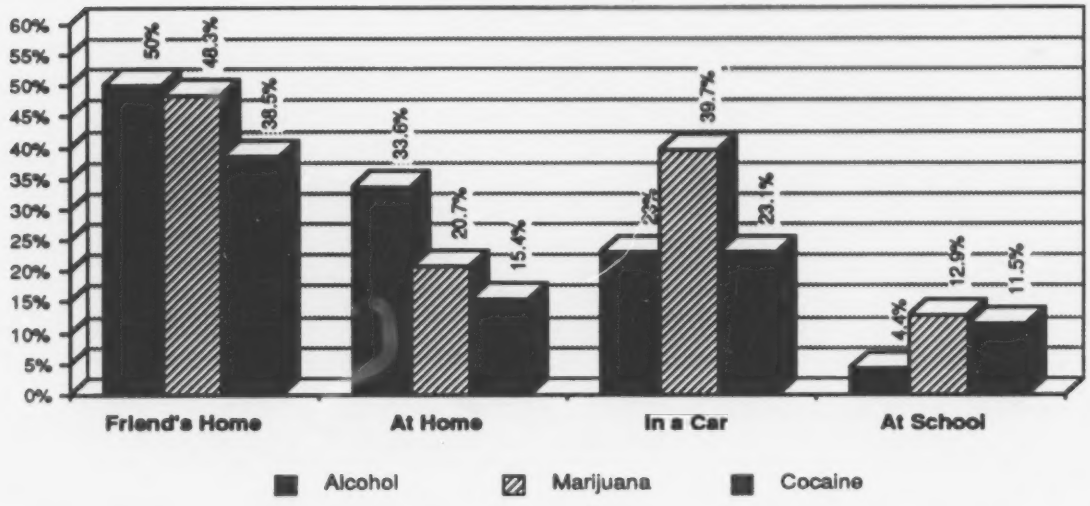
SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

South Carolina is fortunate that its reported incidence of alcohol and other drug use among its school-age population is, overall, significantly below national indicators.

Location of Alcohol and Other Drug Use

In South Carolina, alcohol and other drug use is not as prevalent inside schools as it is outside them. The following information about alcohol and drug use was obtained from a survey conducted by the Alcohol and Drug Abuse Commission and the Department of Education during the 1989-90 school year; new data will be available for comparison by the end of FY 1993.

FIGURE 1
Use of Alcohol and Other Drugs In School vs. Other Places
Grades 7-12
1989-90



SOURCE: Alcohol and Drug Abuse Commission / State Department of Education

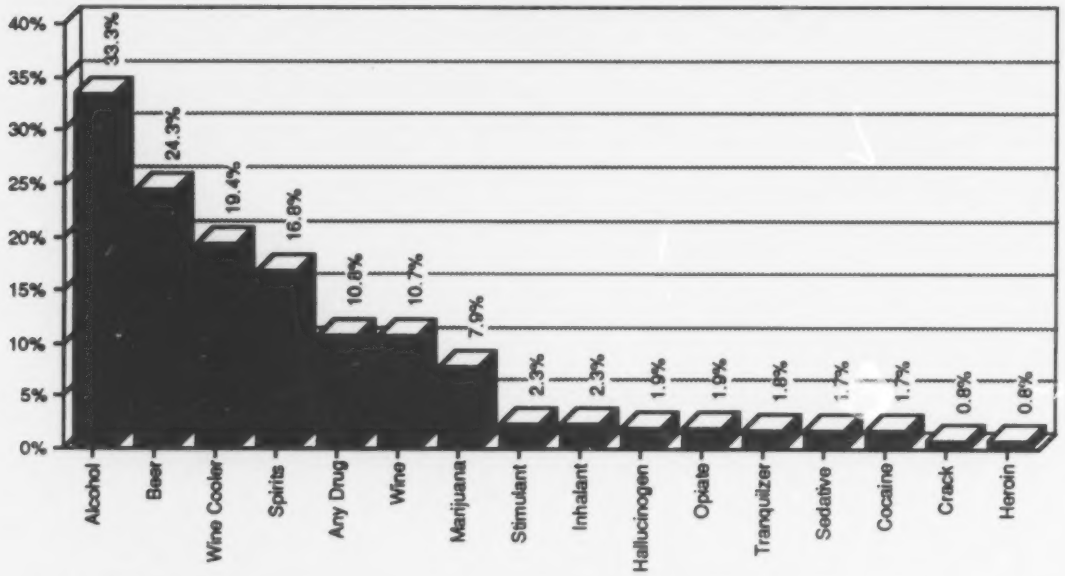
- Among survey respondents who had used alcohol, their own home (18.6% of all respondents) or a friend's home (17.4% of all respondents) was the location most often identified as the place of first use. A friend's home was most frequently identified as the location of use in the previous 12 months (22.8% of all respondents).

- A friend's home was most frequently identified by users as the place of first use of marijuana (5.6% of all respondents) and cocaine (1.2% of all respondents). It also was most frequently identified as the location of use in the previous 12 months (5.6% and 1% of all respondents, respectively).

Patterns of Alcohol and Other Drug Use

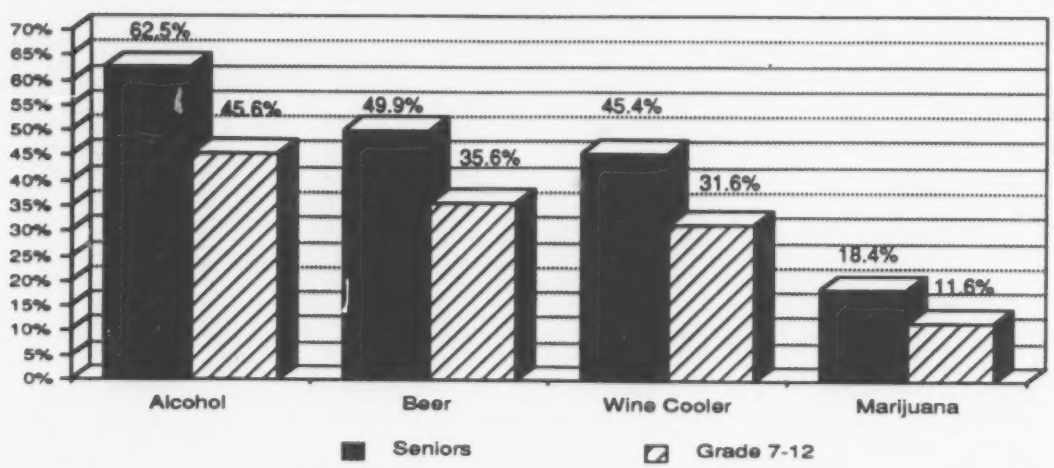
Use of alcohol and other drugs at school is the consequence of habits developed and practiced at home and in the community. The following data assess overall use patterns:

FIGURE 2
Prevalence of Alcohol and Other Drug Use Among 7th- Through 12th-Graders
Percentages Using During Past Month
1989-90



SOURCE: Alcohol and Drug Abuse Commission/State Department of Education

FIGURE 3
Prevalence of Alcohol and Other Drug Use Among 7th- Through 12th-Graders
Percentages Using During Past Twelve Months
1989-90

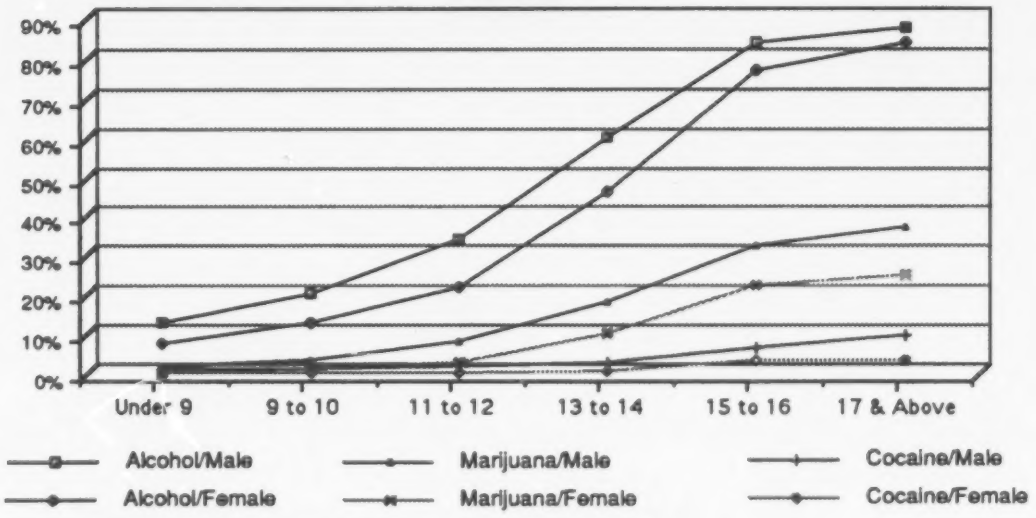


SOURCE: Alcohol and Drug Abuse Commission/State Department of Education

- High school seniors who had used alcohol or marijuana reported that their first use of these substances occurred most frequently at ages 14-15.

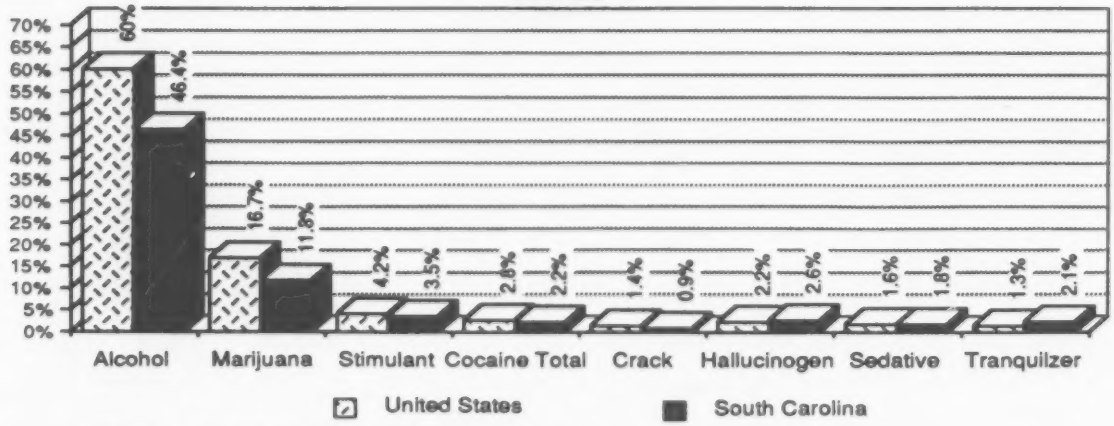
- First use of cocaine occurred most frequently at ages 16-17 among the 5.5 % of all seniors who reported use.

FIGURE 4
Cumulative Initiation of Use by Age for 11th & 12th Graders
1989-90



SOURCE: USC School of Public Health, SC Youth Risk Behavior Survey, 1990.

FIGURE 5
Use of Alcohol and Other Drugs by High School Seniors
During the Last Month
1989-90



SOURCE: Alcohol and Drug Abuse Commission/State Department of Education

Risky Behavior Related to Alcohol and Other Drug Use

- Survey respondents reported that risky behavior related to driving and drinking or using other drugs was widespread. Among high school seniors, 24.9% reported having driven after drinking in the past 12 months; 10.2% reported driving after using other drugs and 49.6% reported having ridden with a drinking driver.

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

Adolescent risk behaviors such as alcohol and drug use, sexual promiscuity, delinquency, and violence occur after a long chain of life experiences that either predispose young people to risk-taking or make them resilient. Reducing adolescent problems such as alcohol and other drug use therefore means working with parents and the community to make both aware of their critical roles in creating resilient youth. It also means providing the skill-building activities that can help sustain resiliency among school-age youth.

Research by such noted prevention experts as David Hawkins and Richard Catalano has identified the following factors as critical in determining subsequent use of alcohol and drugs. The problem severity ratings are informed judgment about circumstances in South Carolina. These factors are currently being reviewed to determine priorities for future intervention efforts.

By 1993, data from the Kids Count project (funded by the Annie Casey Foundation) and causal factors research review by members of the Kids Coalition project will provide confirmation of causal factors, risk predictors, and promising approaches to improve outcomes for South Carolina's youth.

FIGURE 6
Predictive Factors Associated With Alcohol and Other Drug Use

	Problem Severity for Risk Factor	
	SC	**SC vs USA**
Teenage alcohol and other drug use is associated with:		
- perceptions of parental and peer modeling of alcohol and other drug use	*medium*	*better*
- adolescents' perceptions that peers or parents approve or tolerate alcohol and other drug use	*medium*	*better*
Factors that precede problem behaviors include:		
- lack of conventional bonding	*medium*	*same*
- poor performance in school	*high*	*worse*
- association with delinquent or drug-using peers	*medium*	*better*
- sexual activity	*high*	*same*
- easy access to alcohol and other drugs	*high*	*same*
- general deviancies	*medium*	*same*
Some common antecedents of alcohol and other drug use are:		
- early antisocial behavior	*?*	*?*
- parental and sibling modeling of drug use and delinquency	*medium*	*better*
- poor family management	*?*	*?*
- family conflict	*?*	*?*
- low value attached to education	*medium*	*same*
- association with negative peers	*medium*	*better*
- alienation from dominant social values	*medium*	*better*
- community disorganization	*medium*	*better*
- geographic mobility	*medium*	*same*
Some factors that help prevent alcohol and other drug use are:		
- positive relationships with others	*?*	*?*
- plans and opportunities for the future	*medium*	*better*
- a strong belief about what is right and wrong, and an orientation to positive, moral behavior and action	*?*	*?*
- stable family environment	*medium*	*better*
- personality of the child	*?*	*?*
- nurturing community environment	*medium*	*better*

Parental and family risk factors are the clearest indicators of a young person's future problems with alcohol and drugs. Other good predictors of future alcohol and other drug use include peer group and community norms favorable toward use, and the perceptions of potential users about use.

Some important perceptions involve questions about availability, risk and peer use. The perceptions of student in South Carolina on these issues are described in the following data.

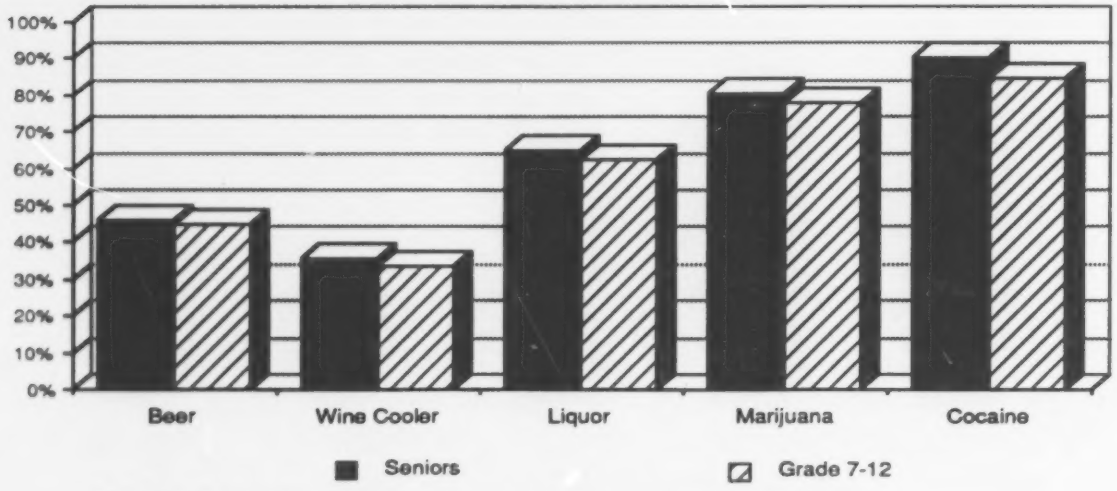
Perceived Availability of Alcohol and Other Drugs

- Survey respondents reported that alcohol and other drugs are widely available. Despite this perceived availability, larger percentages of respondents reported that substances were "easy to get" than reported having used them. For example, 53.3% of respondents reported that beer was "easy to get" compared to 35.6% who reported actual use of beer in the previous 12 months.

- Marijuana was reported as "easy to get" by 28.9% of respondents, while 11.6% reported using marijuana in the previous 12 months.

- Cocaine was reported as "easy to get" by 16% of respondents, while only 2.6% reported actual use in the previous 12 months.

FIGURE 7
Perceived Risks Associated with the Regular Use of Alcohol and Other Drugs
1989-90



SOURCE: Alcohol and Drug Abuse Commission/State Department of Education

Student Perception that Friends are Using Alcohol and Other Drugs

- A large majority of survey respondents reported that none of their friends use marijuana (67.8%), cocaine (88.4%) or other illegal drugs (81.5%). Among high school seniors, 50.9% reported that none of their friends use marijuana, 84.4% that none use cocaine and 76.5% that none use other illegal drugs. Less than 10% of respondents reported that most of their friends use marijuana and less than 2% reported that most of their friends use cocaine.

- Most survey participants reported that their friends would disapprove of their use of marijuana (73.8%) and cocaine (84.9%). Fewer than 50% of respondents reported that their friends would disapprove of their use of alcoholic beverages.

THE CURRENT SERVICE DELIVERY SYSTEM

Prevention Programs: System Overview

- US Department of Education - Drug Free Schools and Communities Act (DFSCA) $7.1 million.
  - ➤ The South Carolina Department of Education distributes $5.7 million (DFS) to school districts for programs ranging from curriculum purchase and implementation through teacher training.
  - ➤ The Governor's Division of Public Safety administers the remaining $1.4 million for competitive grants (GDFS).
- The South Carolina Commission on Alcohol and Drug Abuse (SCCADA) awards $1.5 million of the Alcohol, Drug Abuse and Mental Health Block Grant (ADAMHA) to prevention programs. The remaining $6.1 million funds treatment. In addition, SCCADA receives $546,000 in state funds for personnel costs to provide statewide prevention, technical assistance and consultation and to manage the Drugstore Information Clearinghouse and Drug Information Access Line.
- The Governor's Division of Public Safety administers $1.3 million of the Drug Control and System Improvement Programs (DSCIP) of the US Department of Justice for Drug Abuse Resistance Education (DARE).
- The Office for Substance Abuse Prevention (OSAP) funds the Community Prevention Partnership in Greenville, Spartanburg, Cherokee, Union, Lexington, Fairfield, Newberry and Florence. These are five-year comprehensive grants in excess of $5 million to develop community coalitions for multiple strategies to reduce alcohol and other drug problems.
- The Robert Wood Johnson Foundation has funded Richland Fighting Back ($2 million) for a three-year comprehensive prevention initiative.

School and Community Prevention Programs

Name of Program	Source of Funds	Amount	FTEs	Agency	Impact
DARE	GDFS and DCSIP	$1.4 million	62	Governor's Office grants to local enforcement agencies	91,000 students 307 Schools
Drug Free Schools	DFS	$5.7 million	235	Department of Education grants to 92 school districts	630,000 students
a. Personnel		40%			
b. Student Instruction and Curriculum		30%			
c. Teacher and Staff Training		15%			
d. Student Assistance Programs		5%			
e. Alternative Education		5%			
f. Parent Education		5%			
Community Prevention Specialists	GDFS, ADAMHA	$472,754 $776,000	26	Governor's Office and SCCADA grants to County Alcohol and Drug Commissions	704,336 youth and adults
WISE Parents: It Takes a Village to Raise a Child	GDFS, ADAMHA	$90,000	.10	SCCADA administers competitive grants	600 parents
Youth Prevention Initiatives	GDFS, OSAP ADAMHA	$70,000	.10	SCCADA administers competitive grants	6,600 youth
OSAP Community Prevention Partnership	OSAP	$5 million	23.5	County Alcohol and Drug Abuse Commissions and City of Greenville	611,500 youth and adults
Fighting Back	Robert Wood Johnson	$879,000	7.5	Lexington/Richland Alcohol and Drug Abuse Council	197,000 youth and adults
Red Ribbon	GDFS	$60,000	1	South Carolina Families in Action	1 million youth and adults
Teen Institute for Alcohol and Other Drug Abuse Prevention	GDFS, fees	$290,000	5.25	SCCADA	150 high schools 119,000 students

Intervention and Treatment Programs for School-Age Youth: System Overview

- SCCADA receives $1.4 million from the Education Improvement Act and general funds for the School Intervention Program (ScIP), a statewide student assistance program. In addition, $1.9 million in ADAMHA funds were contracted to provide treatment services for adolescents.

- The Department of Mental Health receives $680,000 from general funds for 12 adolescent inpatient treatment beds at Morris Village.

Intervention and Treatment Programs for Adolescents

Name of Program	Source of Funds	Amount	FTEs	Agency	Impact
ScIP	EIA, General Funds	$1.4 million	67.2	SCCADA contracts to County Alcohol and Drug Commissions	8,900 youth
Community-Based Adolescent Treatment	General Funds ADAMHA	$480,357 $714,411	74.75	SCCADA contracts to County Alcohol and Drug Abuse Commissions	2,900 youth
Morris Village	General Funds	$680,000	10	Department of Mental Health	120 youth

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

When looking at ways to achieve schools free of alcohol and other drugs by the year 2000, it is essential to consider present programs in terms of what is known about prevention — do current programs work? It is reasonable to fund and replicate only programs that work to reduce known risk factors and/or raise known protective factors in the target group. It also makes sense to try to use programs that deliver risk reducing/resiliency enhancing strategies in the most cost-effective manner available.

The Risk Factors for Alcohol and Other Drug Use

Personal, family and community characteristics all work synergistically to produce an individual's risk for developing alcohol and other drug (AOD) problems. In order to help individuals and communities accomplish prevention, we look to research to:

- Establish the factors that most frequently correlate with AOD problems;
- identify the factors that correlate with resiliency among individuals who appear to be at high risk;
- highlight the program models that have been successful in raising protective factors for high-risk youth; and
- identify programs that actually reduce use.

J.C. Hawkins and R.F. Catalano examined thirty years of research to identify sixteen factors which correlate significantly with increased risk. They organized predictors into two sets:

Community Risk Factors

- Economic and social deprivation
- Low neighborhood attachment and community disorganization
- Transitions and mobility
- Community laws and norms favorable toward drug use

Personal Risk Factors

- Family
  - family history of alcoholism
  - family management problems (including poor communication and inappropriate discipline methods)
  - parental drug use and positive attitudes toward use

- School
  - early antisocial behavior
  - academic failure (including dropout)
  - low commitment to school (including low expectations for self)

- Individual/Peer
  - alienation or rebelliousness
  - antisocial behavior in early adolescence
  - friends who use drugs
  - favorable attitudes toward drug use
  - early first use of drugs

The South Carolina Commission on Alcohol and Drug Abuse (SCCADA) looks at the risk factors established by Hawkins' extensive literature review as a basis for its view of prevention. Taken together, the risk factors constitute a prevention "hit list." The more risk factor "hits" a young person accumulates, the greater the chance that he/she will develop AOD problems. The preponderance of "hits" come early in a child's life: the "hits" are delivered at home, primarily by parents.

The Resiliency Factors for Alcohol and Drug Use

Based upon a prevention literature review by Dr. Alvera Stern, and the work of Hawkins and others, it appears that the chief influence in a child's later drug-taking behavior is his/her parent(s). The formative years, from birth to age four, are spent with parents or parent surrogates. During these years, the stage is set for the future risk or resiliency of a child.

What are the factors, then, that are protective for children?

- ➤ Strong attachment between parent and adolescent
- ➤ Strong bond of attachment to father
- ➤ Adolescent's conventionality
- ➤ Positive maternal characteristics
- ➤ Parents' marital harmony

Stern and many other scholars have cited parental influence as primary, and have developed parent education and community development models to encourage prevention among this group. Hawkins' Social Development Strategy, the core of his approach to resiliency, is based upon "bonding" of youth to parent, school and community.

The Characteristics of Effective Prevention Programming

Even though parents may be the chief influence in a child's later drug-taking behavior, prevention requires a comprehensive strategy that targets all aspects of a child's environment.

Specifically, improving parental functioning can strengthen the parent/child bond, especially if this occurs in the early or pre-adolescent years. However, since normal adolescents begin to question parental and school authority in their process of maturation, it is critical that programs be "comprehensive" — that is, involving all aspects of the community, so that parental norms are echoed by school and community.

In order to be comprehensive, prevention programs must address multiple systems (which include youth, families, schools, workplaces, community organizations, and media), and they must use multiple strategies (combining elements such as providing accurate information, developing life skills, creating positive alternatives, changing community policies and norms, and training influential people).

Comprehensiveness means addressing the entire youth population, not just those who are identified as high-risk. Adolescence is a high-risk time for everyone, and labeling certain children by placing them in programs designed only for high-risk youth may only serve to stigmatize them, and thereby add another "hit" to their accumulation of individual risk factors.

In addition, effective program design requires "intensity" — that is, sufficient frequency and duration so that prevention activities have time to change fundamental attitudes and behaviors. Prevention strategies that are successful address knowledge, attitudes and skills as a focused set, and the bottom line for success in prevention programs is behavior change.

Effective prevention programs should provide positive alternatives that are more highly valued than those served by health-compromising behaviors. Programs should follow a sound planning process consisting of needs assessment, goals identification, implementation, management, evaluation, and replanning. Planning should also include input from all of the individuals participating in the programs.

There are several principles which are essential when planning a comprehensive prevention program. Drawn from David Hawkins' *Communities That Care* model, these principles include the following:

- Clear guidelines for acceptable behavior must be established within family, school and community.
- Children need consistent support and rewards for acceptable behavior, and consistent but appropriate punishment for unacceptable behavior.
- Students need exposure to drug education programs consistently for extended periods of time during their development.
- Children need to strengthen values or beliefs regarding what is healthy and ethical behavior.

When they feel bonded to society or to a social unit like the family or school, youth are motivated to live according to its standards and expectations, which define what behavior is acceptable or unacceptable.

Family involvement with prevention or substance abuse is considered very important.

Evaluating the Effectiveness of Individual Prevention Programs

It seems obvious that a credible prevention program would have to work to mitigate risk factors and/or create or improve resiliency factors in order to be effective. It is also clear that a program that works on a greater number of risk or protective factors would be more successful than a program targeting fewer of those factors.

The chart on the following page rates each of the nine prevention programs described above for effective risk reduction or resiliency-enhancing characteristics. There are 16 risk factors that could be targeted, and six protective characteristics to try to enhance. Conceivably, the "perfect" prevention program would try to impact all 22 factors.

Prevention programs, in addition to targeting risk factors and promoting protective characteristics, must employ credible planning techniques that are comprehensive in scope, that stress the interrelatedness of the use and misuse of all psychoactive substances, and that promote the advantages of a healthy lifestyle. A prevention program that works will include:

- **Multiple Strategies** — Multiple strategies are effective when implemented in sufficient scope, intensity and duration. Strategies include information, education, social competency skills, alternatives, law enforcement, community development and social policy.

- **Multiple Targets/Populations** — In order to be effective, prevention programs need to consider the unique and special needs of a specific community and provide strategies targeting special populations. These populations should include elderly, high-risk groups and culture, ethnicity and gender-specific groups.

- **Multiple Systems/Levels** — In order to impact a full range of populations, all relevant social systems must be included. These systems may include but are not limited to the following groups: families, religious institutions, schools, government, public and private sectors, community groups, law enforcement, judicial system, business and industry, media, service organizations, and health delivery systems.

- **Training of All Impactors** — Effective prevention programs must train all leadership elements within the community (parents, youth who aspire to be peer leaders, teachers at all levels, and community leaders) to understand what the "no use" message for youth and "low risk" guidelines for adults mean, and how to achieve them.

South Carolina Prevention Programs:
Risk Reducing/Resiliency Enhancing Factors

Programs	Economic and Social Deprivation	Low Neighborhood Attachment and Community Disorganization	Transitions and Mobility	Community Laws and Norms Favorable to Drug Use	Availability of Drugs	Family History of Alcoholism	Family Management Problems	Parental Drug Use and Positive Attitudes Toward Drugs	Early Antisocial Behavior	Academic Failure (dropouts)	Low Commitment to School	Alienation or Rebelliousness	Antisocial Behavior in Early Adolescence	Friends Who Use Drugs	Favorable Attitudes Toward Use	Early Flirt Use of Drugs	Clear & Consistent Guidelines	Rewards for Acceptable Behavior	Drug Education Over Extended Period of Time	Strengthen Values on Healthy & Ethical Behavior	Need to Feel Bonded to Family, School, Society	Family Involvement With Prevention
DARE														✔	✔	✔				✔		
Drug Free Schools																			✔			
Community Prevention Specialist				✔			✔	✔						✔	✔	✔	✔		✔	✔		✔
WISE Parents							✔	✔	✔	✔	✔	✔	✔	✔	✔	✔	✔	✔		✔	✔	✔
Youth Prevention Initiatives														✔	✔	✔				✔		
OSAP Community Prevention Partnership		✔		✔	✔		✔	✔						✔	✔	✔				✔		✔
Figthing Back		✔		✔	✔		✔	✔						✔	✔	✔				✔		✔
Red Ribbon				✔																✔		
Teen Institute														✔	✔	✔				✔	✔	

- **Long-Term Commitment** — Effective prevention programming recognizes that there is no such thing as a "quick fix" solution. The long-term process integrates prevention activities into existing organizations and institutions (such as families, churches, schools and communities) and ensures that strategies begin early and continue throughout the life cycle.

- **Development of Life Skills** — Effective prevention programs teach skills (self-awareness, communication, decision making, stress management, assertiveness, refusal skills, consumer awareness and low-risk choices) to enable youth to make good choices and achieve positive outcomes.

- **Creation of Alternatives** — Prevention programs should give youth opportunities to choose healthy, active and fun behaviors to replace negative, high-risk behaviors.

- **Influence on Policy** — Effective programming provides a link with community leaders to create and/or enforce laws and policies for safer communities.

- **Integration With an Overall Health Promotion System** — Effective prevention programs must point participants not only away from high-risk behaviors, but toward an overall lifestyle of higher value, where the practice of healthy behaviors and the improvement of their personal and social environment becomes intrinsically rewarding.

The chart on the following page rates each of the nine prevention programs for effective program strategies. There are a total of 17 strategies that could be used that have proven effective in prevention programs.

Evaluating the Effectiveness of the Service Delivery System

For alcohol and other drug abuse prevention directed toward children and adolescents to be effective, programs must be designed to impact both schools and communities. Collaboration within the community is essential so that school-based and community-based prevention programs can work together to ensure that their messages, skill-building activities and policies reinforce each other.

Based upon the research that identifies causal factors, risk indicators and resiliency-enhancing factors, we know that cost-effective programs must focus their efforts on risk reduction or resiliency enhancement. Agencies that administer funds for prevention should be directed to require applicants for funds to demonstrate how they will design and implement programs that will reduce risk and increase resiliency.

Since parents are the chief influence in a child's later alcohol and other drug use, parent education and training programs should be expanded statewide, and a public awareness program should be undertaken to inform parents of their crucial role in risk reduction.

South Carolina Prevention Programs: Characteristics of Programs That Work

Programs	Comprehensive Plan	Target Multiple Systems	Use Multiple Strategies	Train All Impacters	Parents	Teachers	Peer Leadership Training	Community Leaders	Develop Life Skills	Self Awareness	Communication	Decision Making	Friendship Skills	Stress Management	Assertiveness	Refusal Skills	Consumer Awareness	Low-Risk Choices	Create Alternatives	Influence Policy
DARE									✔	✔		✔			✔	✔		✔		
Drug Free Schools				✔		✔														
Community Prevention Specialist	✔	✔	✔	✔					✔										✔	✔
WISE Parents				✔	✔	✔			✔	✔	✔	✔		✔	✔	✔	✔	✔	✔	
Youth Prevention Initiatives				✔			✔		✔									✔		
OSAP Community Prevention Partnership	✔	✔	✔	✔	✔	✔			✔										✔	✔
Figthing Back	✔	✔	✔	✔	✔	✔			✔										✔	✔
Red Ribbon		✔		✔																
Teen Institute				✔		✔	✔		✔	✔	✔	✔	✔	✔	✔	✔	✔	✔	✔	

RECOMMENDATIONS FOR ACTION

To reach the goal of freeing schools from alcohol and other drugs and their effects by the year 2000, prevention practitioners must examine their programming efforts in light of current effectiveness research. Schools must work with community groups to: create a unified, community-wide message about parenting standards; send a clear and consistently enforced "no-use" message to youth; and involve all members of the community in a shared vision for the future.

Specifically, it is recommended that South Carolina:

- ***Expand parent education and training statewide.***

  Since parents are the chief influence in a child's later alcohol and other drug use, risk-focused parent education and training programs should be expanded statewide, and public awareness programs should be undertaken to inform parents of their crucial role in risk reduction.

- ***Fund only prevention programs that are designed to reduce known risk factors and/or increase resiliency by methods recognized as effective.***

  Prevention programs should be focused on risk reduction and resiliency enhancement. They should be aimed at risk factors identified in research literature and should include resiliency-enhancing activities.

- ***Emphasize peer leadership programs for middle school and high school-aged youth.***

  Since peer leadership programs are recognized as highly effective in communicating risk-reduction messages to teens, programs such as Teen Institute should be expanded and other peer leadership programs should be encouraged in middle and high school-aged groups.

- ***Support community-wide collaboration on prevention issues.***

  Schools must be strong partners in community-based efforts to reduce alcohol and drug use among youth and problems in the local community. Without consistent messages of "no use" for youth and consistent enforcement by parents and all community leaders, youth may be confused by double messages and avoid conforming to community standards.

- ***Expand in-school programs for youth experiencing problems.***

  For youth who are experiencing some problems, the School Intervention Program (ScIP) should be expanded to include community training and development of CORE Teams in all schools.

- ***Make public inpatient treatment beds available for youth with serious problems.***

  For youth with serious problems, alleviate the current unavailability of public inpatient treatment beds for adolescents who are addicted, and create halfway houses for adolescents who have completed treatment and need help while reentering the community.

TEEN PREGNANCY PREVENTION

Although teen pregnancy is not mentioned in Goal Six, it is addressed here as one of a cluster of adolescent behaviors all sharing similar risk factors and requiring similar strategy development. As with teen alcohol and drug abuse, and teen problems related to discipline, delinquency and violence, the focus of this section is on changing the values, beliefs, and attitudes of young people in ways that promote socially responsible behavior.

Teen pregnancy is a serious problem at both the state and national levels, affecting one in five young women in South Carolina by the age of 18. This high incidence reflects both a lack of future life prospects, and a societal fascination with sexuality as a central recreational and interpersonal activity.

In 1991, 9,778 South Carolina babies were born to teenage mothers (under 20 years of age); 6,402 of those mothers were unmarried. Each teenage mother and her child has a reduced opportunity for achieving economic independence, and an increased risk of becoming dependent on the State.

Over half of all women on welfare have their first child during the teenage years. Births to teens are a major pathway to the formation of single parent families. Infant mortality and morbidity rates are also affected, which keeps South Carolina from improving its rank among states for this important health indicator. Because it impacts so many factors related to the successful parenting and healthy nurturance of children, teen pregnancy seriously impedes the state's achievement of the readiness goal as well as of all the succeeding goals.

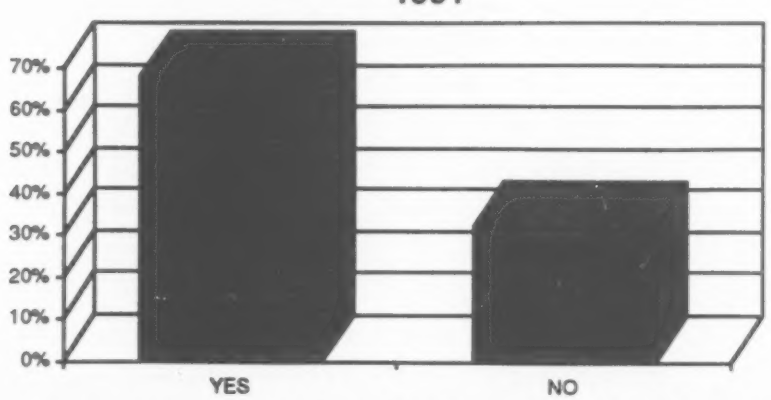
SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

Problems resulting from teen pregnancy are significant and impact the teenage mother as well as the child in the following ways:

- Teens are twice as likely as adults to deliver low birthweight babies.
- Low birthweight babies are 40 times more likely to die than newborns of normal weight, and 50% more likely to be enrolled in special education when they reach school. Low birthweight babies are at increased risk of developmental delay and a variety of medical complications.
- It is estimated that the medical cost for a low birthweight baby is $25,000 to $40,000, versus $2,500 for an uncomplicated pregnancy.
- Unemployment and lack of job skills is a major problem that follows teen mothers and their children for the rest of their lives. The lifetime earnings of a teenage mother are about half the income of a mother who does not give birth until she is over 19 years old.
- According to a 1987 study, the cost associated with teen childbearing in South Carolina was $132 million for the AFDC, Food Stamp and Medicaid programs.

The 1991 South Carolina Youth Risk Behavior Survey of 9th-12th grade public school students conducted by the Centers for Disease Control, State Department of Education and USC School of Public Health provides the following information concerning sexual behavior in this target population.

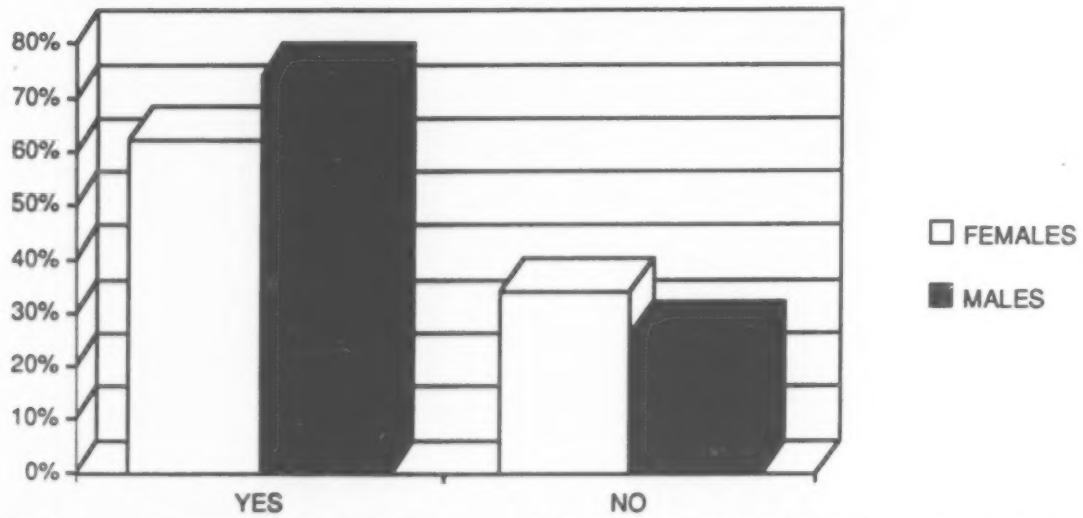
FIGURE 8
Percent of All Students Who Have Ever Had Sexual Intercourse – Overall
1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- Most (68%) high school students reported having had sexual intercourse.

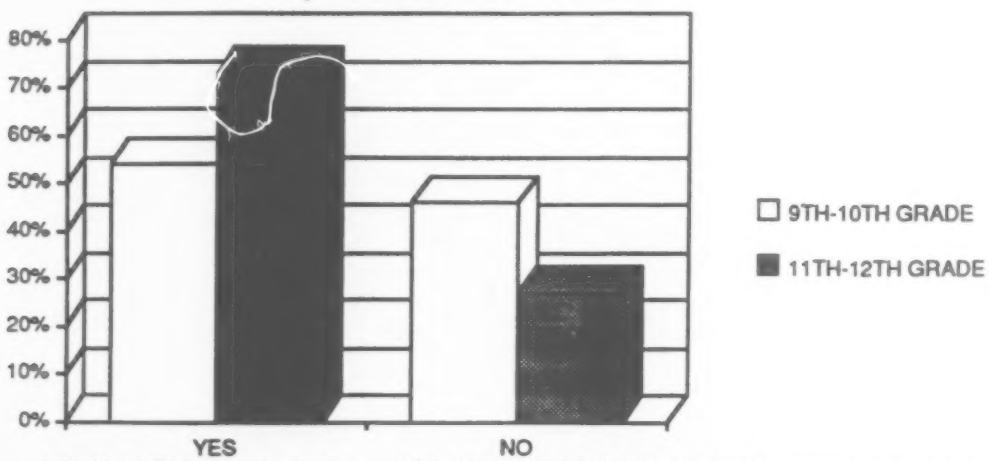
FIGURE 9
Percent of All Students Who Have Ever Had Sexual Intercourse
By Gender
1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- More high school males (74%) than females (62%) reported having had sexual intercourse.

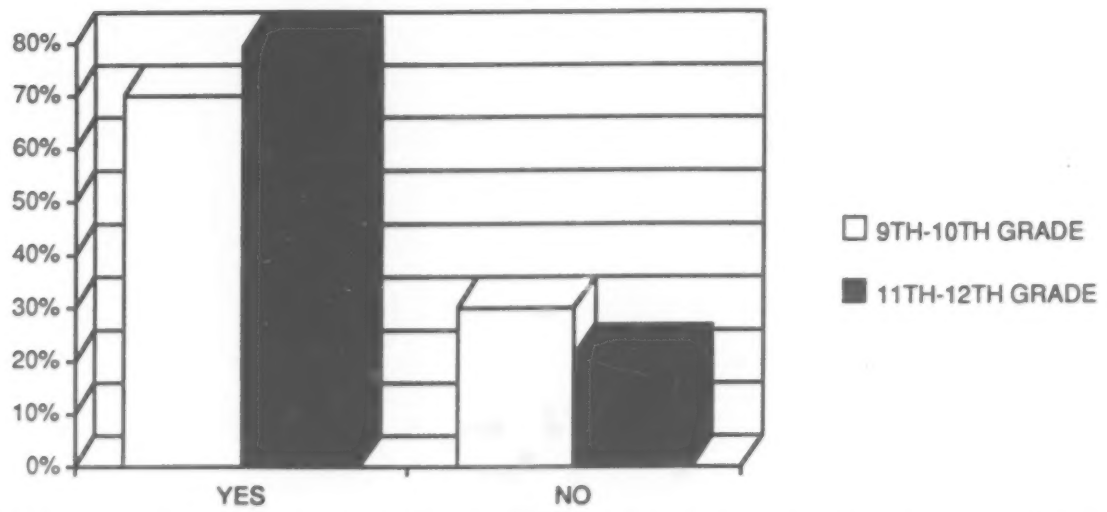
FIGURE 10
Percent of All Females Who Have Ever Had Sexual Intercourse
By Grade Level - 1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- More 11-12th grade female students (73%) than 9th-10th grade female students (54%) reported having had sexual intercourse.

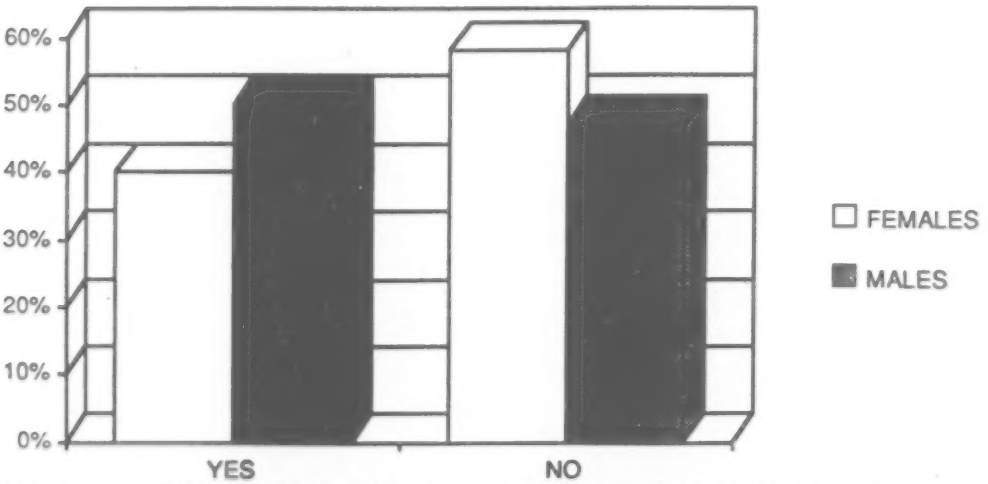
FIGURE 11
Percent Of Males Who Have Ever Had Sexual Intercourse
By Grade Level – 1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- Slightly more 11-12th grade male students reported having had sexual intercourse than 9th-10th grade male students.

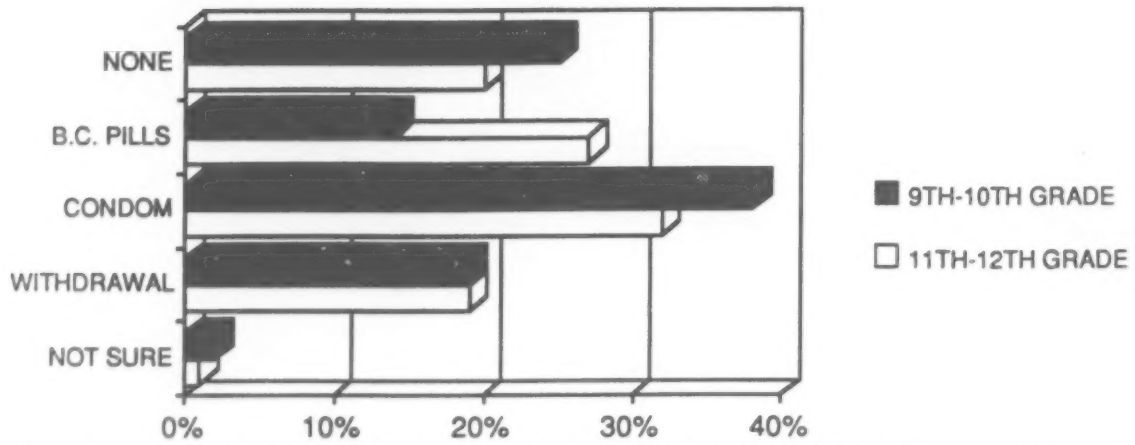
FIGURE 12
Percent Who Used A Condom During Last Intercourse
(Of Those Who Have Had Sexual Intercourse)
1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- More male (50%) than female (40%) students reported having used a condom during last intercourse.

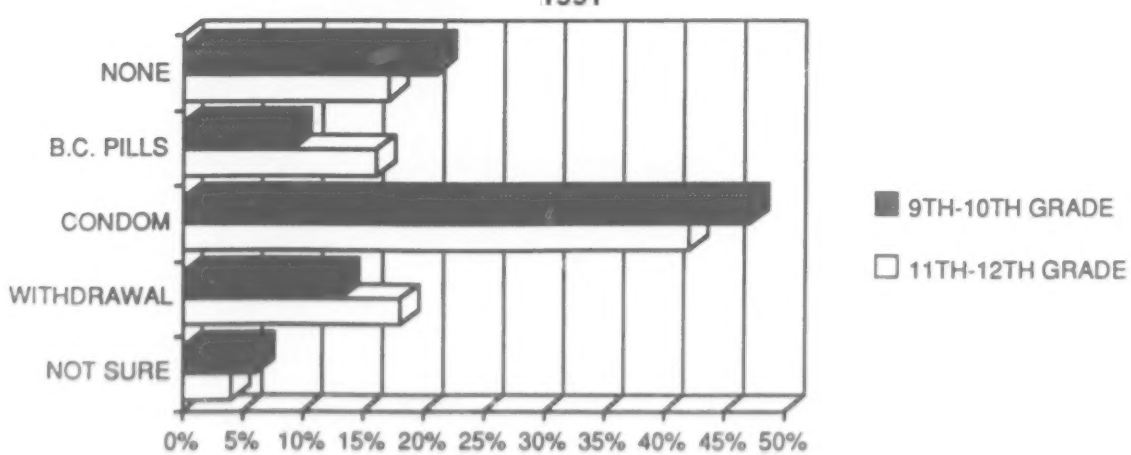
FIGURE 13
Method of Birth Control Used During Last Sexual Intercourse By Females Who Have Had Sex
1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- The condom is the most common method of birth control used by females, followed by birth control pills. The condom is used more by 9th-10th graders, while the birth control pill is used more by 11-12th grade students. A significant number of students use no or ineffective means of birth control.

FIGURE 14
Method of Birth Control Used During Last Sexual Intercourse By Males Who Have Ever Had Sex
1991

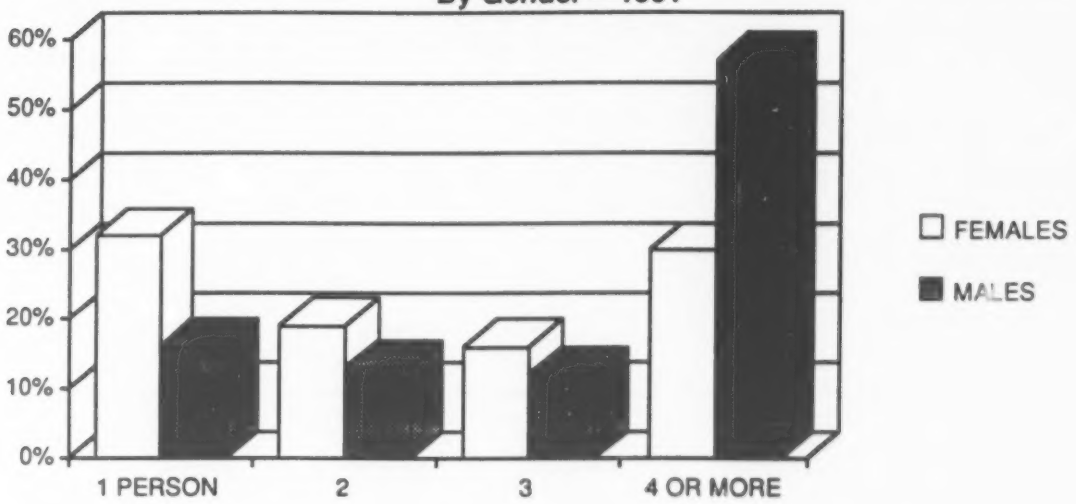


SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- The condom is also the most common method of birth control used by males, with

9th-10th grade students reporting slightly more use of condoms than 11-12th grade students.

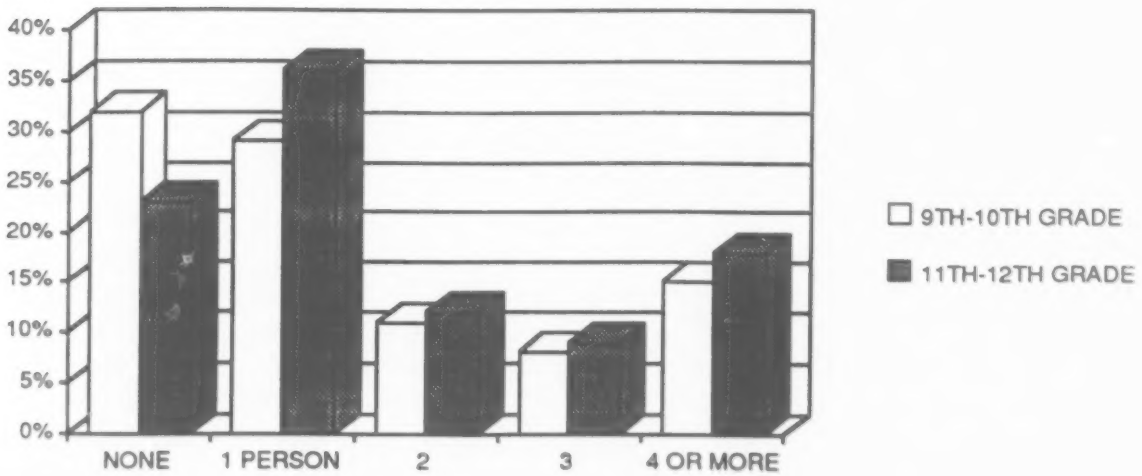
FIGURE 15
Number of Sexual Partners in Lifetime (Of Those Who Have Ever Had Sex) By Gender – 1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

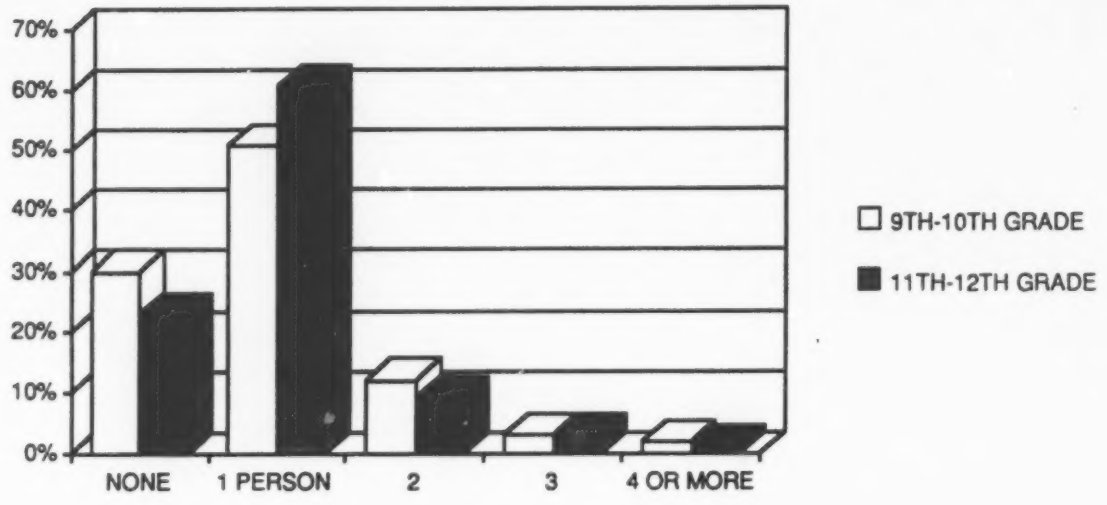
- Overall, more males reported having had multiple partners than females.

FIGURE 16
Number of Sexual Partners in Last Three Months (Of Males Who Have Ever Had Sex) by Grade Level – 1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

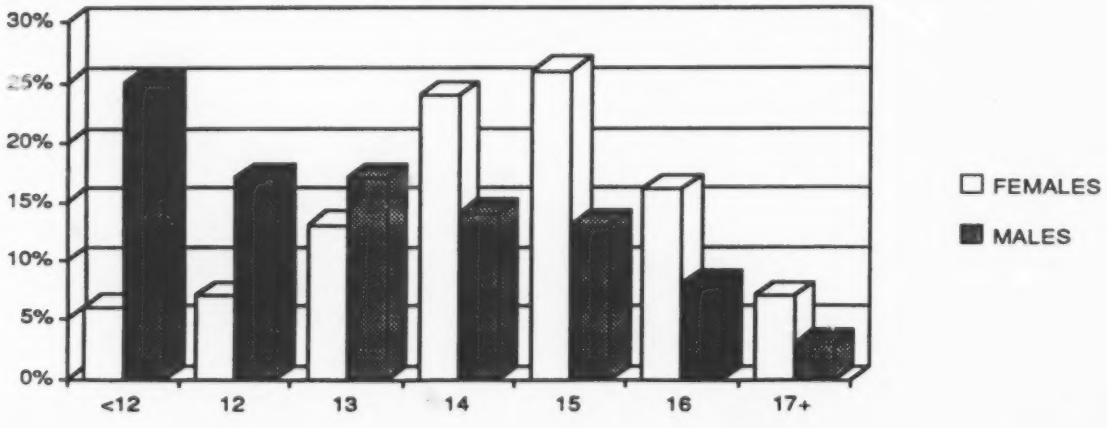
Figure 17
Number of Sexual Partners in Last Three Months (Of Females Who Have Ever Had Sex) by Grade Level -- 1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- Males at all grade levels reported more sexual partners than females.

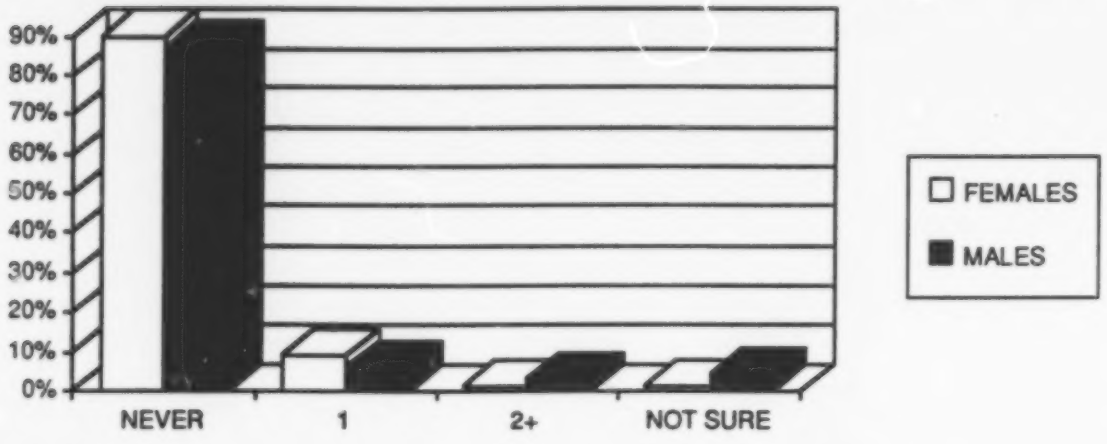
Figure 18
Age of First Intercourse (Of Those Who Have Had Sex) by Gender -- 1991



SOURCE: 1991 Youth Risk Behavior Survey -- (USC School of Public Health & State Department of Education)

- Males reported initiation of sexual behavior earlier than females, with 25% of males reporting age of first sexual intercourse at or before age 12.

FIGURE 19
Number of Times Been Pregnant or Gotten Someone Pregnant
By Gender – 1991



SOURCE: 1991 Youth Risk Behavior Survey – (USC School of Public Health & State Department of Education)

- 10% of females and 9% of males reported ever having been pregnant or gotten someone pregnant.

- South Carolina used the same instrument and procedures for the state Youth Risk Behavior Survey that was used in the National YRBS. Comparing state and national data on teenage sexual behavior, South Carolina teens, for each race and gender, are much more likely (66% to 54%) to have experienced sexual intercourse than teens nationally.

FIGURE 20
Percent of Teens Who Ever Had Sex

	White	Black	Male	Female	Total
US	52	72	61	48	54
SC	57	82	73	59	66

- The proportion of South Carolina teens currently sexually active is also larger than the national proportion (48% to 39%).

FIGURE 21
Percent of Teens Currently Sexually Active

	White	Black	Male	Female	Total
US	38	54	43	38	39
SC	40	61	51	44	48

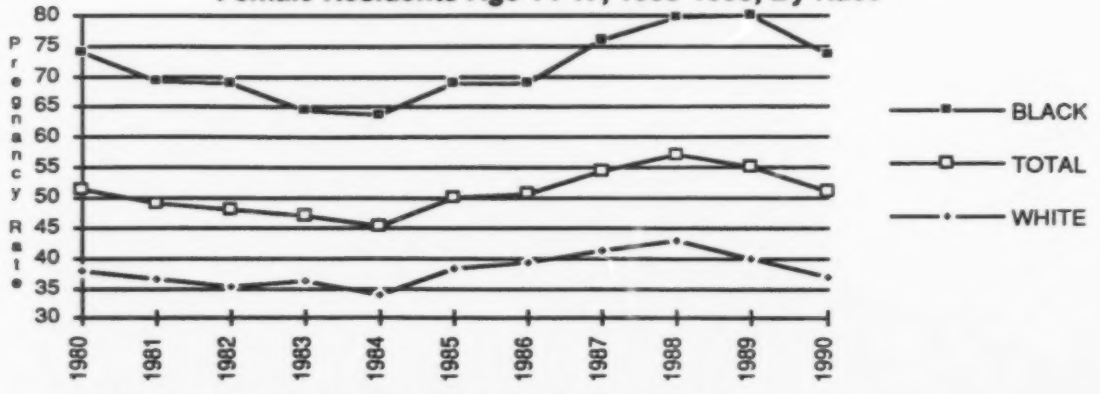
- One-half of South Carolina teens have had sex by the 9th grade as compared to 40% nationally. By 12th grade the gap has narrowed slightly (78% to 72%).

FIGURE 22
Percent of 9th and 12th Grade Teens Who Ever Had Sex and Who are Currently Sexually Active

	Ever	Current	Ever	Current
US	40	25	72	55
SC	50	34	78	62

- Figure 23 shows trends in teenage pregnancy rates for 1980 to 1990. As demonstrated in this graph, black and other rates remained consistently higher than white rates during this period. Teen pregnancy rates for blacks and other races showed a decrease until the middle 1980's, when they began to rise, not tapering off again until the end of the decade. White rates did not demonstrate changes of similar magnitude, but recently showed a slight decrease from rates in the mid-to-late 1980's.

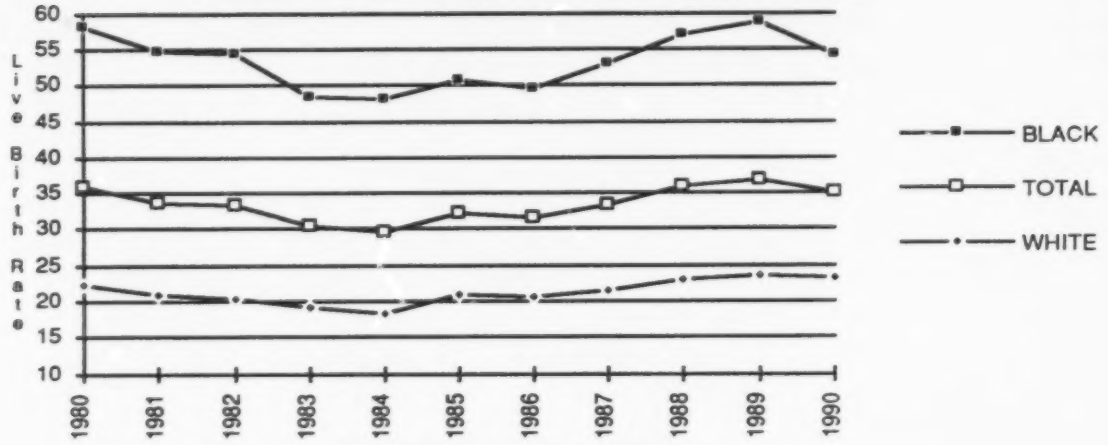
FIGURE 23
Teenage Pregnancy Rates Per 1000 Population Female Residents Age 14-17, 1980-1990, By Race



SOURCE: DHEC Office of Vital Records and Public Health Statistics

- Figure 24 shows trends in teenage live birth rates from 1980 to 1990, demonstrating changes similar to those exhibited in teenage pregnancy rates. Again, rates among blacks and other races remained consistently higher than rates among whites.

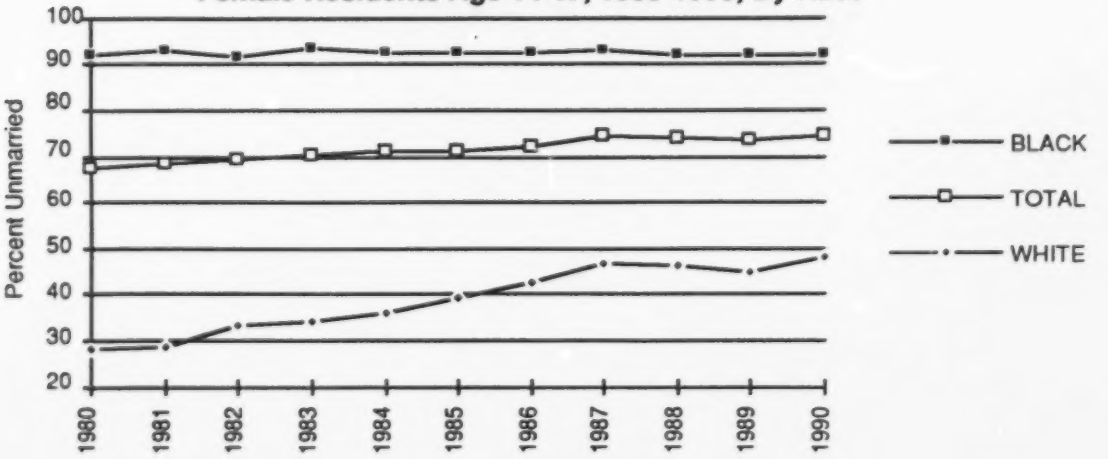
FIGURE 24
Teenage Live Birth Rates Per 1000 Population
Female Residents Age 14-17, 1980-1990, By Race



SOURCE: DHEC Office of Vital Records and Public Health Statistics

- Figure 25 displays percents of teenage births that are to unmarried females in this age group from 1980 to 1990. Percents among black and other races, which remained higher than percents among whites during this period, showed no major increases or decreases. Percents among whites, however, escalated dramatically, increasing from 28.1 percent in 1980 to 48.1 percent in 1990.

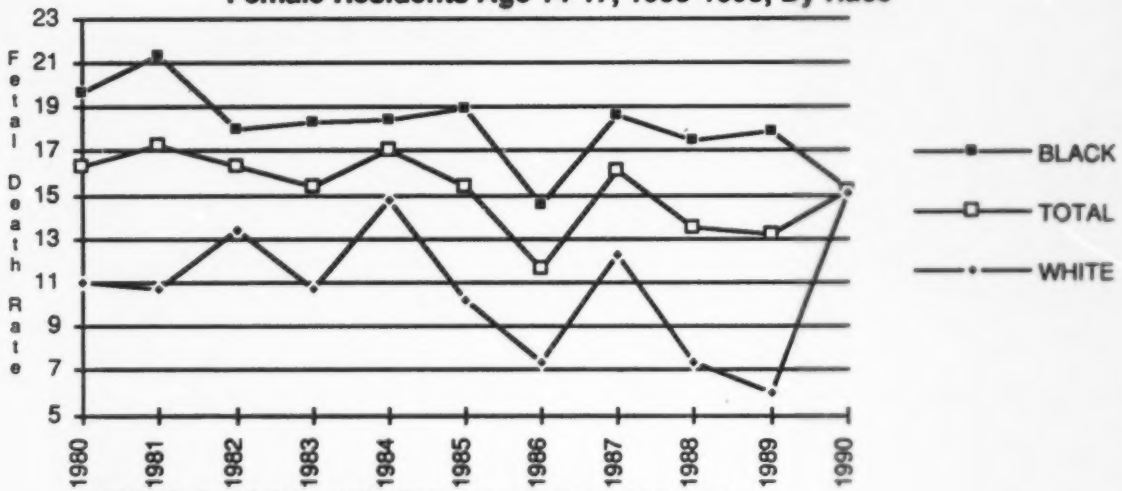
FIGURE 25
Percent Unmarried Live Births
Female Residents Age 14-17, 1980-1990, By Race



SOURCE: DHEC Office of Vital Records and Public Health Statistics

- Figure 26 shows teenage fetal death rates per 1,000 live births from 1980 to 1990 by race.

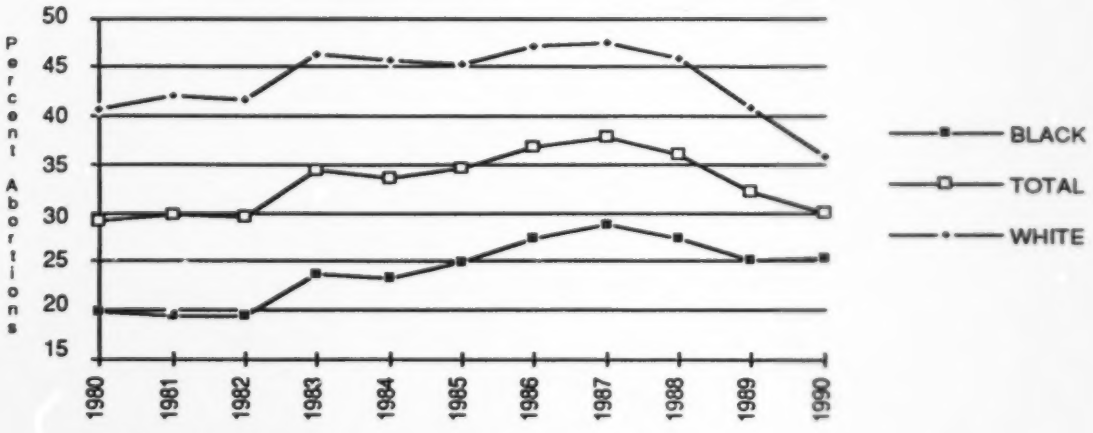
FIGURE 26
Teenage Fetal Death Rates Per 1000 Live Births
Female Residents Age 14-17, 1980-1990, By Race



SOURCE: DHEC Office of Vital Records and Public Health Statistics

- The percentage of all pregnancies to South Carolina teenagers ending in abortion (Figure 27) exhibited increases until the late 1980's, when the percentages began decreasing. These changes were demonstrated in both race groups, although the percentages of white teenagers choosing abortion remained above those of teenagers of black and other races.

FIGURE 27
Percent of Pregnancies to Teenagers Ending in Abortion
Female Residents Age 14-17, 1980-1990, By Race



SOURCE: DHEC Office of Vital Records and Public Health Statistics

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

Irresponsible sexual activity among youth is caused by numerous factors. Because these factors are based in (a) attitudes and values and (b) habits and behaviors, they can be altered positively to prevent or reduce such activity.

Preventing irresponsible sexual behavior requires enlisting the help of individuals, families, churches, community organizations, businesses and governmental agencies in: (1) assessing the impact of the causal factors in their own communities and (2) planning and acting upon the most promising and practical opportunities available to minimize the risks and maximize the protective and supportive factors that produce resilient, responsible, and successful young people.

The primary causes for sexual activity are:

Individual
- ➤ low educational achievement
- ➤ lack of self-efficacy
- ➤ lack of spirituality/church attendance

Family
- ➤ messages condoning sexual activity and pregnancy
- ➤ failure to monitor and supervise
- ➤ neglect of nurturance
- ➤ over-controlling, authoritarian parents

Couple
- ➤ serious, lasting relationships
- ➤ partners with unequal age and sexual experience
- ➤ coercion of reluctant partner

Peers
- ➤ attitudes and examples encouraging sexual activity, pregnancy and birth

Community
- ➤ norms and examples supporting sex, pregnancy, and birth
- ➤ living in a seriously deprived neighborhood
- ➤ limited positive leisure activities and social organizations
- ➤ community neglect of supervising each others' children

Economic
- ➤ perceived lack of job opportunities and career potential

Media
- ➤ promotion of irresponsible sexual behavior and neglect of consequences

THE CURRENT SERVICE DELIVERY SYSTEM

South Carolina has few active and adequately funded programs whose primary focus is prevention of early sexual activity in adolescents and pre-adolescents. Most programs and services are designed for and directed toward the female; very few focus on the male role in delaying sexual activity, preventing pregnancy, or accepting parental responsibility.

There are, however, numerous youth programs which include teen pregnancy prevention and STD/HIV education among other objectives. There is currently no system in place which has identified all of these programs. Some of the statewide programs that may address teen pregnancy prevention are Girl Scouting, Cities in Schools, and church youth programs. Additionally, there are many small initiatives and coalitions with little or no funding or organized structure scattered throughout South Carolina that focus on teen pregnancy prevention. One such group is the Teen Pregnancy Reduction Network, Inc., whose purpose is to develop a state network of services, advocacy and technical assistance to organizations working in the field of adolescent pregnancy prevention and/or childbearing and parenting.

Programs which identify prevention of teenage pregnancy as their objective tend to fall into two categories: 1) programs designed to delay early sexual activity and 2) programs that promote contraception for the sexually active or pregnant and/or parenting teen.

Programs to delay sexual activity are classified as **primary prevention** and fall into two subcategories:

- **Comprehensive Health Education**
- **Programs designed to prevent causes**:
  - school achievement
  - self esteem/self efficacy building skills
  - parent training
  - positive peer activities and attitudes
  - community norms development
  - religious programs
  - positive leisure activities
  - job training and employment
  - media viewing and advocacy.

Programs for the sexually active and/or pregnant/parenting teen are classified as **secondary prevention** (education and distribution of contraceptives), **intervention** (counseling/case management for the pregnant/parenting teen) and **treatment** services (prenatal care and delivery).

These programs provide the following services:

- provision of counseling and/or health exams for purposes of supporting the decision to stop sexual activity, or, in the case of current sexual activity, building skills to prevent pregnancy and sexually transmitted diseases.

- specially focused prenatal care for the pregnant teen which includes follow-up and support by a professional or paraprofessional to maintain good health behaviors during pregnancy, encourage the teen to remain in school, and delay future pregnancies.

Highlights of Major Teen Pregnancy Prevention Programs

The Comprehensive Health Education Act (CHEA), enacted by state legislation in 1988, is administered by the Department of Education. It requires age-appropriate, sequential instruction in health, either as a part of existing courses or as a special course in grades kindergarten through high school. The purpose of the coursework is to promote wellness, health maintenance and disease prevention. Instruction in reproductive health, STD's/AIDS education and pregnancy prevention is included in the instruction for grades 6-12. By 1990, more than 90% of school districts ordered state-adopted texts to support instruction in reproductive health and pregnancy prevention; over half of districts reported need for additional texts for which there were no funds available in 1991. Presently, federal funds designated for AIDS teacher training are being used for training and materials. State funding of approximately $110,000 is provided for three consultants in addition to $240,000 in federal AIDS training funds.

A 1991 survey of Comprehensive Health Education Coordinators indicated that the implementation of the Act has progressed even though few resources have been allocated for it. However, survey respondents also reported that comprehensive health education competes with many other important subject areas in the school for time and resources; there is no standard curriculum or guide for health instruction in SC public schools at present; health education is taught by many different teachers in many different courses; and it does not appear to be integrated across curricula and sequenced from kindergarten to twelfth grade. Such integration and sequencing are considered essential for a truly comprehensive approach to health education.

The Teen Companion Program is a special project targeting public assistance youth ages 10-19 in all 46 counties and 6 school districts and is operated by the Department of Social Services in conjunction with the Health and Human Services Finance Commis-

sion. The goal of the program is to develop, provide and/or coordinate services to assist male and female adolescents to 1) attain their highest level of vocational, educational, social, medical and economic functioning and 2) delay parenting until they are equipped to assume the responsibilities of parenthood, thereby promoting self-sufficiency. The program is multifaceted and although the ultimate goal is pregnancy prevention, the program goes beyond the provision of basic preventive health care for participants. Services include assessment, individual and group counseling, tutorial assistance, participation in special community projects, vocational assessment, job training and placement, and access to family planning and other health-related services. The Teen Companion Program has been in operation for several years and has been implemented statewide since November 1991. Although the program is considered successful, no data management information system has been in place to evaluate the program. With expansion to all 46 counties, participation in the program has grown from 260 youth in 1986 to 2,200 in FY 92; the pregnancy rate in the program has remained at 1%. The funding for FY 93 is $3.8 million (90% Medicaid-10% state).

Teen Pregnancy Prevention Councils are private non-profit organizations operating throughout South Carolina, some with little or no funding and others with a funding base adequate to allow for a small staff and several age-appropriate preventive education and public awareness initiatives. Some programs stand alone as agencies or coalitions; others are incorporated into local Extension Services, United Ways or Health Departments and do not necessarily bear the name Teen Pregnancy Prevention Council. Funding is generated locally through donations, the United Way, the SC Partnership, the Children's Trust Fund or other foundations. Historically, little money has been available for the adolescent pregnancy prevention programs. The most notable funded programs are the Greenville County Teen Pregnancy Prevention Council, Anderson-Oconee Teen Pregnancy Prevention Council, York County Teen Pregnancy Prevention Council, and Lancaster County Health Department's *Healthy Mothers, Healthy Babies* program, which (in addition to primary pregnancy prevention) provides intervention and day care for teen mothers so they can stay in school. The extensiveness of the programs varies and depends mainly on the funding base and the receptiveness of the local community and school district. Services include maintenance of resource libraries, education and advocacy, facilitating community-youth action, teacher and other professional training, parent/adult training, peer mentoring, school and church presentations, media campaigns and news articles. Estimated total funding for all councils: $130,000.

Family Planning Services is operated through DHEC Health Departments in 13 Health Districts serving all 46 counties according to Title X guidelines. The program includes teen pregnancy prevention counseling stressing abstinence, direct health care, contraceptive counseling and instruction, STD's/AIDS education, and referral to other resources as appropriate. Adolescents ages 10-19 make up approximately 20% of the total family planning population served. In FY 92, over 20,000 teens under 17 were served, in addition to more than 18,000 from the 18-19 year old population. An estimated $1.3 million was spent on teens under age 17 and an additional $1.3 million on the 18-19 year old group. Funding sources are federal (Title X and Medicaid), state and private pay.

The School/Community Sexual Risk Reduction Program (commonly known as the Denmark-Olar Project) operates in Bamberg and Hampton counties. The Project is an outreach pregnancy prevention program targeting high-risk preteens and teens and is under the direction of USC's School of Public Health. Program components include teacher training, assistance with age-appropriate group health education in grades K-12, peer mentoring groups, parent group counseling, individual counseling, church groups, inter-agency referral and coordination of services, activities impacting on policy in the counties, and access to family planning services. The program is nationally recognized and has been replicated in Kansas and Oklahoma. An estimated 18-20,000 adults and adolescents have received information about this program. Five hundred adolescents in Bamberg County received information and direct service in FY 92. Medicaid funding for both counties is $400,000; state funding (DSS) is $44,000.

The following tables provide an overview of many of the current teen pregnancy prevention and treatment programs in South Carolina. Many small programs with little or no funding, and programs which address this issue as a small part of a broad-based program or initiative, are omitted from the table. Only the larger programs that have a statewide or multiple-county impact are presented. The first table outlines programs whose primary focus is prevention of early sexual activity; the second outlines programs which focus on intervention and treatment of the pregnant teen.

TEEN PREGNANCY PRIMARY PREVENTION SERVICES

NAME OF PROGRAM/ SERVICE	SOURCE OF FUNDS	AMOUNT/FTE'S	AGENCY	IMPACT/SERVICE AREA
Comprehensive Health Education Act (1)*	Federal and state	$110,000 for 3 consultants $240,000 Federal/AIDS training. CHE District Coordinators---# of FTEs and $ unknown	Dept. of Ed.	Public School children, grades K-12; in 91 school districts.
Teen Companion Program (1)*	Medicaid: 90%-State-10%	$3.8 million/156 employees: 10 FTE's; 146 contractual (incl 54 1/2 time)	DSS	Medicaid recipient non-parent, non-pregnant females and males ages 10-19-2200 served in FY 92 in 46 counties and 6 school districts.(Project 3000 to be served in FY 93)
Adolescent Pregnancy Prevention (1)*	State	$52,000--1.4 FTE's	Clemson U. Coop. Ext. Service-20 counties	1,100 adolescents and 500 adults; appro. 100,000 thru mass media efforts, FY 92.
Teen Pregnancy Prevention Councils/ (1)*	Grants, donations, foundations, United Way	York-$25,000 Greenville-$28,000 Anderson-Oconee-$41,000 Kershaw-$9,000 Laurens-$12,000 Richland-no funding Chester-$500 Lancaster-$10,000	York, Greenville, Laurens, Kershaw, Anderson-Oconee, Chester, Richland, Lancaster	middle and high school students and parents/guardians. Also teacher/staff training. Estimate of all programs: Targets more than 10,000 annually
Awareness Team (1)*	Donations	Richland--$20,000, 1/2 FTE Greenville- $unknown	Junior League	Targets teens and parents and church groups
Kids Involved in Decision Making Skills (KIDS) (1)*	United Way	$19,000/ ?FTEs	Beaufort Co. United Way	Ages 7-12, boys and girls, 150 per week
Denmark/Olar Project (1)*	Medicaid (Fed.) and State (DSS)	$400,000 Federal $44,000 State --7 FTE's	HHSFC/USC	FY 92 -Served 500 youths i n Bamberg Co. New Project started in Hampton Co. Est. 18-20,000 youth & adults reached through media and awareness.
Dropout Prevention/Teen Pregnancy Prevention (1)*	Target 2000 Dropout Prevention	*$79,400 Project GOAL, Keenan High, Columbia *$370,300-Greenwood School District 50 *Funds represent the total dropout prevention program ?FTEs	Dept. of Education	High school students

* (1) Program Focus: Avoid Sex

TEEN PREGNANCY INTERVENTION AND TREATMENT SERVICES

NAME OF PROGRAM/ SERVICE	SOURCE OF FUNDS	AMOUNT/FTE'S	AGENCY	IMPACT/SERVICE AREA
Family Planning Services (2)*	Federal: Title X and Medicaid/ state appropriated	FY 92: Est. $1.3 million for ages 17 and under and $1.3 million for ages 18-19. Est. Total: $2.6 million.	DHEC-Health Depts.	FY 92: Served 20,201 under age 17 and 18, 138, ages 18-19 in 13 Health districts operating in 46 counties.
Resource Mothers (3)*	25% State - 75%Fed. MCH Block grant Fy 92/ 100% Medicaid in FY 93	$480,000 FY 92	DHEC - Health Depts.	1st time pregnant teens under age 18 in Pee Dee, Edisto, Lower Savannah, expanding to 9 more counties--FY 93 and statewide by FY 94.
High Risk Channeling Project (4)*	Federal and state	$1.8million/Medicaid $700,000 State	HHSFC	3524 Pregnant women and 1619 infants up to 185% poverty served in FY92
Mothers as Mentors (3)*	Medicaid	$60,000 fed; $7,000 state	USC-Aiken/ Aiken Mental Health Ctr	Pregnant teens . est. 60 served in FY 92 in Aiken Co. (Program capacity -36)
Targeted Case Management for At Risk Pregnant Women (4)*	Federal/ State	$600.000 Medicaid. $200,000 state(DHEC)	HHSFC	1,660 pregnant teens served in FY 91.
Teen Health Scene (2)*	Medicaid, 90% fed, 10% state	FY 92 $263,000 Federal $30,000 State/ 6 1/2 FTE's	DHEC-East Midlands Health Dept	4000 (700 clinic services and 3300 outreach educational programs) served in FY 92--ages19 and under in Richland Co.
New Beginnings Teen Center (2)*	Federal/state	$387,000 Medicaid $ 43,000 state	DHEC	1000 FY 92 in Spartanburg School District # 7.
Bethlehem Comm. Program/Teen pregnancy prevention services (2)*	Medicaid/ Spartanburg County	unknown	Spartanburg Family Care Council	Ages 11-19 in Spartanburg Bethlehem community.
RMH Teen Clinic (2)*	Richland Mem. Hosp., Medicaid, patient fees, insurance	Unknown: **Clinic operates 4 hours per week** with 8 hospital paid staff and Medical and other volunteers.	Richland Memorial Hospital	Ages 19 and under in mainly Midlands area counties. 1266 prenatal and family planning contacts in 1991
Teen Life Center (3)* **(START DATE 4/93)**	Federal grant-- Healthy Start Project	REQUESTED: $650,000 (approx) for 6 centers/ 3 FTE's, ea. center/ plus contractual part time	UW of SC/Healthy Start Project	Ages 10-17 female and male and especially 1st time pregnant teen girls and also father. Projection of 100 mentoring pairs in 1st year in 6 Pee Dee counties.

NAME OF PROGRAM/ SERVICE	SOURCE OF FUNDS	AMOUNT/FTE'S	AGENCY	IMPACT/SERVICE AREA
LYFE (3)*	Grant	$49,000	Greenville Teen Pregnancy Prevention Council	Child care and secondary prevention for Teen mothers with 1 child to help them stay in school.
Healthy Mothers, Healthy Babies (3)*	Springs Grant, other grants	$225,000, 2 1/2 FTE's	Lancaster Co. Health Dept.	Day care for babies up to 2 years for Teen Mothers and secondary prevention serves 50
Greenwood Reaches Adolescent Dreams (2)*	United Way, Foundations, contributions	$63,000	United Way of Greenwood	Teenage girls, ages 12-18--target 10 in first year
Aid to Families with Dependent Children (AFDC) (4)*	Federal/State	Total Program Cost (all ages): Medicaid $126.5 million Payments $103.4million Administration $2.3 million	DSS	Cash payments to families with children under 50% Povery. 1,572 served per month
Food Stamp Program (4)*	Federal/State	Total Program Cost (all ages) $228 million	DSS	Food coupons for purchase of most food items in family based on income and # in family FY 92 served 310,457 all ages
Low Risk Maternity Program (4)*	Federal/State	Total Program Cost (all ages): $2.6 million federal $802,000 State (DHEC) $180,000 (GHS)	DHEC	Risk screening and prenatal care through clinics and WIC program (free to women under 150% poverty) Served 19,218 all ages in FY 92
Women, Infants and Childrens Program (WIC) (4)*	Federal	Total Program Costs (all ages): $57 million	DHEC	Provides supplemental food to pregnant and nursing mothers and infants (under 185% of poverty) **Av. 105,000 cases per month** includes 17,000 pregnant women, 10,000 post partum women and 46,000 children per month
Medicaid Program (4)*	Federal	$2.3 million .	HHSFC	Pregnancy related services for under age 21.

* (1) **Program focus: Avoid Sex**
(2) **Program focus: Avoid Pregnancy**
(3) **Program focus: Work with Pregnant Women and Avoid Pregnancy**
(4) **Program focus: Work with Pregnant Women**

MEASURING THE EFFECTIVENESS OF CURRENT SERVICES

South Carolina spends an extraordinary amount of money on the consequences (pregnancy and childbirth) of adolescent sexual activity in comparison to the minuscule amount spent for prevention of sexual activity and pregnancy. A survey recently conducted in 17 southern states by the Southern Center on Adolescent Pregnancy Prevention indicated that in FY 1991, $5.7 billion was expended to serve families begun by adolescents, in comparison to a $100 million investment of state and federal dollars toward programs to prevent teen pregnancies. The region's largest investment in prevention of unintended pregnancies among adolescents represents only 1% of the region's total public expenditures related to adolescent childbearing.

To be effective, prevention programs should attempt to mitigate causal/risk factors influencing the decision to engage in early sexual activity and create or improve resiliency factors. The table on the following page, program personnel in each of six prevention programs were asked to rate the degree to which they think their program addresses each of the factors influencing sexual activity. Factors are rated as **High (H), Medium (M) or None (N)** to show the emphasis placed on that factor by the prevention program. There is currently no evaluation mechanism in place for most of these programs or in any event no system that has been in place long enough to measure effectiveness. **Therefore, the ratings are subjective and reflect the rater's opinion on what the program is intended to do. Prevention programs that are now in place or being developed in the future should create an evaluation system that measures cost and program effectiveness.**

Ratings were not available from the Department of Education on Comprehensive Health Education or Target 2000 Dropout Prevention adolescent pregnancy prevention efforts because the program content varies in each of the 91 school districts.

RECOMMENDATIONS FOR ACTION

In May 1992 the State Maternal, Infant and Child Health Council (MICH) formed a multi-agency Teen Pregnancy Prevention Task Force to address the Governor's 1992 health initiative on at risk youth/teen pregnancy. The task force members have been working to compile current data on prevalence, services and causal factors for the teen pregnancy problem in South Carolina. This information-gathering stage will be completed in fall 1992.

PREVENTION PROGRAMS: EMPHASIS ON CAUSAL FACTORS

PROGRAM	educational achievem't	parenting practices of the parents of teens	family messages about early sex, pregnancy & birth	religiosity/ church attendance	couple relation-ships	peer attitudes about sex, pregnancy & birth	community norms about sex, pregnancy & birth	community/ neighbor-hood supervision of each other's children	community leisure activities/ social organi-zations	perception of job opportuni-ties	media portrayal of sexual behavior and conse-quences
Teen Companion	(H)	(N)	(M)	(N)	(M)	(H)	(M)	(N)	(M)	(M)	(H)
Teen Pregnancy Prevention Councils	(H)	(H)	(H)	(N)	(M)	(H)	(H)	(H)	(H)	(H)	(H)
*Comprehensive Health Education (CHE)											
xx DHEC Family Planning	(M)	xxx	xxx	(N)	(H)	(H)	xx	(N)	(N)	(N)	(M)
Resource Mothers	(H)	(M)	(H)	(N)	(M)	(H)	(M)	(N)	(N)	(M)	(M)
Denmark-OLAR SRRP	(M)	(H)	(H)	(M)	(H)	(H)	(H)	(M)	(M)	(M)	(H)
Clemson Univ. Coop Ext Service	(H)	(H)	(M)	(N)	(M)	(H)	(M)	(N)	(M)	(M)	(H)
*Target 2000 Drop-out Prevention											

(H) (M) (N)
HIGH, MEDIUM, or NONE indicates emphasis placed on that factor by the program. Information provided is a subjective rating by program personnel of what the program intends to address.

* Programs were not evaluated. CHE program content varies in all 91 districts.

xx Varies in community depending on organizations.
xxx Data not available.

It is essential that efforts to delay sexual activity begin early, before children reach middle school. Listed below are recommendations for prevention strategies to delay early sexual activity:

- ***Develop parent education programs*** that teach skills in parent-child communication, parent responsibility in supervising children and helping them with age-appropriate decision-making skills, and family values.

- ***Strengthen and enhance the Comprehensive Health Education (CHE) system*** in all South Carolina public schools. This is the most cost-effective system now in place; it reaches the vast majority of all school-aged children in the state. There is currently no standard curriculum or guide for health instruction in the public schools and health education does not appear to be integrated across curricula and sequenced from kindergarten to twelfth grade. In order to ensure continuity and delivery of instruction to all students, the Department of Education should seek to create a model curriculum and guidance program in local school districts and should provide adequate training for teachers to implement the Comprehensive Health Education Act uniformly. The focus of comprehensive health education should be on four concepts: family values education; abstinence; wellness; and personal responsibility. Also critical is pre-service and continuing training of highly knowledgeable health education teachers to provide effective instruction.

- ***Increase community-wide participation in teen pregnancy prevention and public awareness*** by enlisting the help of community organizations, church groups, Parent-Teacher Organizations and businesses.

- ***Develop home visiting programs*** using volunteer adult mentors/trainers to reach high-risk youth and their parents or guardians.

- ***Develop programs for preteens and teens that foster an individual sense of self-worth, awareness of their own feelings, and assertiveness*** so they can learn to act in their own interests with a stronger sense of control over their lives. Such programs should identify and examine peer pressure and explore ways to make individual decisions. This must be closely related to tangible experiences of success in school and community activities.

- ***Facilitate the development of local Teen Pregnancy Prevention Councils*** statewide and support efforts to create new Councils to provide education and training for teachers, parents and youth.

- ***Increase the use of existing community institutions*** such as churches, YMCA's, county parks and recreation centers and school facilities in an effort to involve more youth in supervised leisure and community service activities.

- ***Include males in all prevention/education programs.***

- ***Develop volunteer adult mentoring programs*** such as Big Brother/Big Sister to provide a trusting adult relationship for youth where parental support is not available.

CONCLUSION

More research is needed to evaluate the prevention service system and the factors that influence the decision to engage in early sexual activity. Studying the characteristics of teens who do not become sexually active may prove to be a useful approach in devising prevention strategies to help children now at risk. In addition, few programs now address the male's responsibility in teen pregnancy; a more targeted focus on the male's role, and on effective prevention programs directed at the male, is needed. The MICH Council Teen Pregnancy Prevention Task Force will continue to study these issues to update recommendations for prevention strategies.

DISCIPLINE, DELINQUENCY AND VIOLENCE

PROBLEMS WITHIN THE SCHOOL ENVIRONMENT: VIOLENCE AND DISCIPLINE

In order to receive the maximum benefit from instruction, students need to be in a safe, secure environment. Classrooms need to operate in an atmosphere of order, and students must maintain regular class attendance. Schools must structure an environment of active participation and high expectations in order to produce the essential motivation necessary to engage students. This is even more important for the lower-achieving students whose absences and rebellion contribute much to the problems of violence, lack of discipline, and truancy.

Resolving truancy and other school behavior problems cannot be accomplished by schools alone. Students exhibiting such behavior are frequently also struggling with family dysfunction, alcohol and/or substance abuse, physical, sexual and emotional abuse, and/or a variety of other personal problems. Schools must therefore make active efforts to collaborate with other agencies that serve school-age youth.

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

Violence

The Safe Schools Act of 1990 called for the development of standardized school crime reporting for the public schools of South Carolina. The resulting School Incident

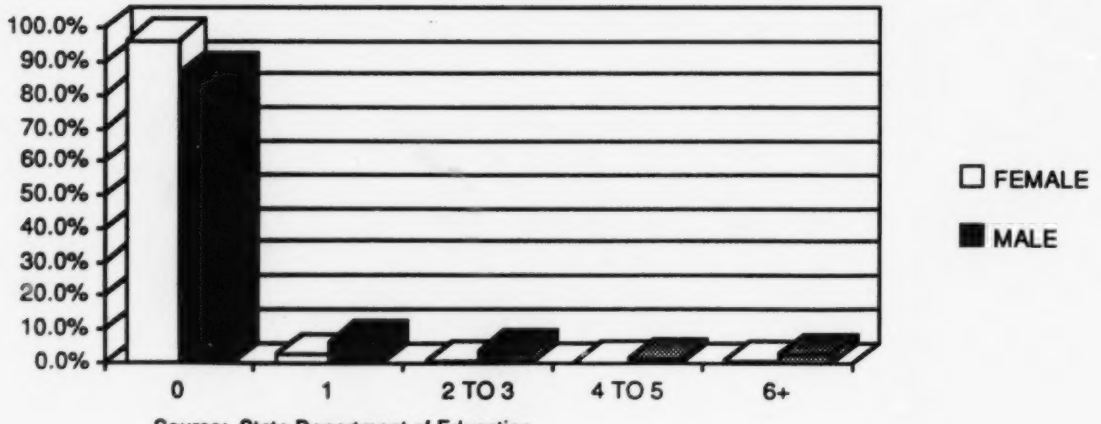
Report includes all criminal incidents committed on public school campuses; on public school buses; during school functions; and involving public school students, employees or property. Incidents committed include property crimes, assaults, sex offenses, disrupting school, and weapons offenses.

A summary of the School Incident Report for the first half of the 1991-92 school year indicates that:

- A total of 1,304 crime incidents were reported, of which 14% involved weapons.
- 84% of the offenses were perpetrated by a male.
- 57% of the victims were male.
- 50% of the incidents were committed by 15-17 year olds.
- Cost to victims was approximately $81,550.
- Cost to schools was approximately $660,830.

A 1989-90 survey of school principals and students provided the following information concerning school safety:

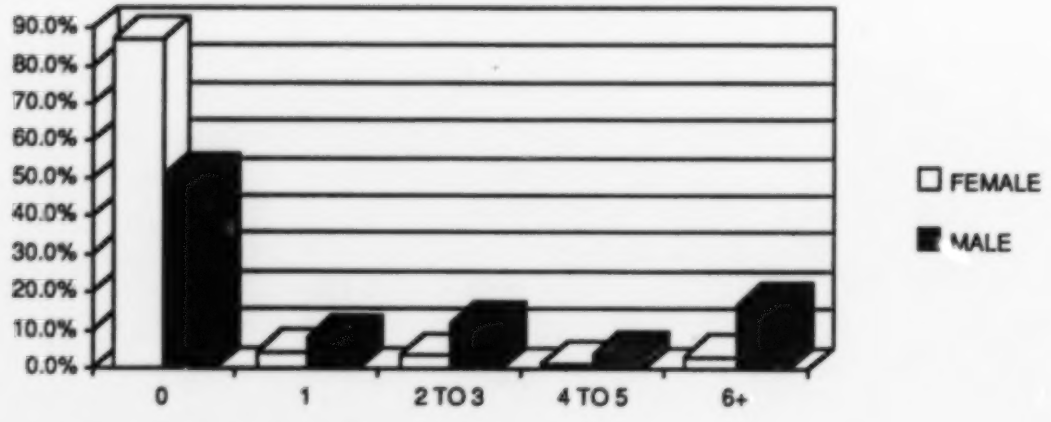
FIGURE 28
Number of Times Students Have Been In Physical Fights In Which A Participant Had to be Treated by a Doctor or a Nurse
(In last 30 days)



Source: State Department of Education

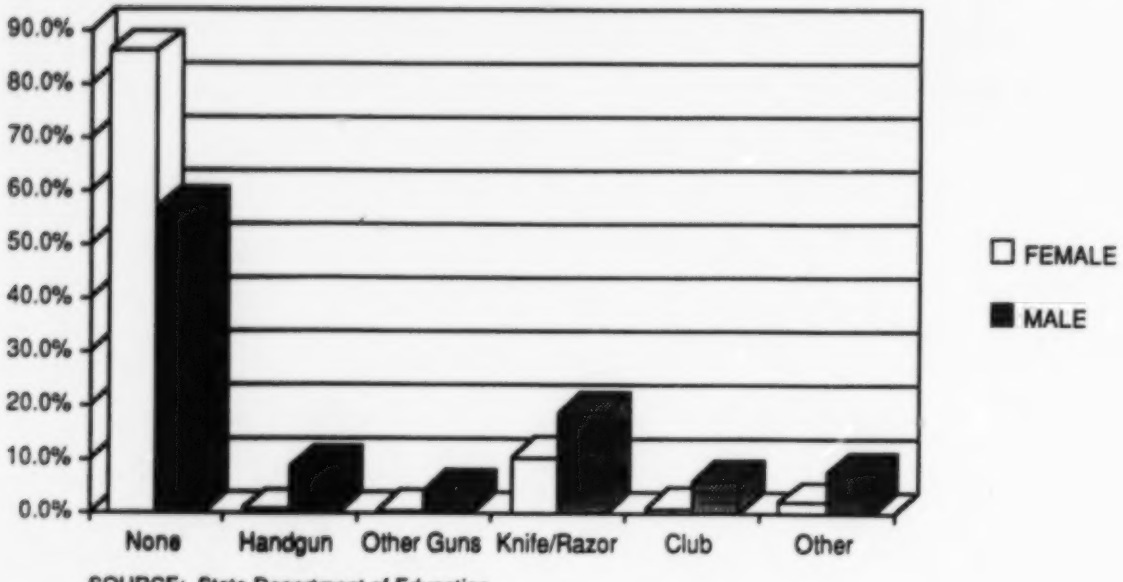
- Forty percent of males surveyed compared to 12% of females surveyed reported that they carried a weapon in the last 30 days for self-protection.

FIGURE 29
Number of Times Students Have Carried a Weapon for Self Protection or Because They Thought They Might Need It in a Fight (in the past 30 days) 1989-90



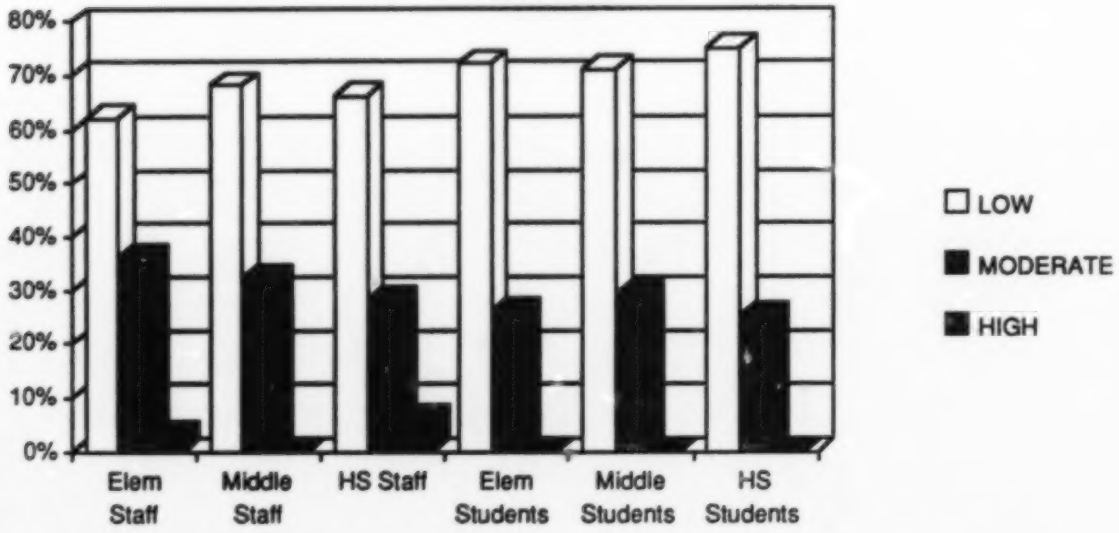
Source: State Department of Education

FIGURE 30
Types of Weapons Usually Carried by Students 1989-1990



SOURCE: State Department of Education

FIGURE 31
Staff and Students' Levels of Anxiety Concerning Their Safety in School
1989-1990



SOURCE: State Department of Education

In the opinion of school administrators:

- Seventeen percent of the administrators considered areas of elementary schools to be dangerous for students.
- Nine percent of administrators considered areas of middle schools to be dangerous.
- Six percent of administrators considered areas of high schools to be dangerous.

  Areas such as dark corners, back hallways and behind school buildings were mentioned as places of danger.

- Thirty-eight percent of the administrators considered areas around elementary, middle and high schools to be dangerous and said they should be avoided by students.

  Areas such as woods, community (neighborhood, stores and "juke joints"), school parking lots, and the highway or street were mentioned as dangerous places.

- Forty percent of the administrators believed elementary schools in South Carolina are becoming more dangerous places.
- Fifty-three percent felt that way about middle schools.
- Sixty-three percent of the administrators believed high schools were becoming unsafe.

Source: State Department of Education

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Suspensions and Expulsions

While public school student suspension and expulsion data are not regularly collected at the state level, a special data collection conducted during the 1986-87 school year provided a snapshot of certain aspects of student discipline.

- 1,938 students were expelled during the 1986-87 school year in grades 6 through 12. This represented .58% of the students enrolled in those grades.
- 42,529 students in grades 6 through 12 were suspended one time during the 1986-87 school year. This represents 12.63% of the students enrolled in those grades.
- 21,035 students in grades 6 through 12 were suspended more than one time during the 1986-87 school year. This represents 6.25% of the students enrolled in those grades.
- Ninth graders were the most likely to be suspended or expelled. Eighteen percent were suspended one time and 1.13% were expelled.
- Of ninth graders, non-white males were more likely to be suspended or expelled.
- Sixty-nine districts reported the use of in-school suspension programs, serving 56,665 students in 1986-87.

Student Attendance

- On any given day during the 1991-92 school year, 599,902 (or 95.9%) of all students enrolled were present in school.
- For the 1988-89 school year, South Carolina reported an average attendance rate of 95.7%, which ranked fifth among the states. South Carolina has consistently reported one of the highest rates of attendance in the country.

Despite this excellent record, there is room for improvement. A survey conducted in 1991 among school district attendance supervisors shows that:

- 38,902 students were referred for attendance intervention due to excessive unlawful absences during the 1989-90 school year.
- In one out of four cases, school officials were unable to reach a parent to discuss their child's unlawful absences.
- When a case of truancy is determined, a petition may be filed with Family Court. In 81% of the cases, it took a month or more before the case was heard.

Between FY 81-82 and FY 90-91, the South Carolina Department of Youth Services has seen a near tripling in truancy case referrals:

FY 81-82	1,357
FY 82-83	1,467
FY 83-84	1,834
FY 84-85	2,297
FY 85-86	2,439
FY 86-87	2,545
FY 87-88	2,889
FY 88-89	3,097
FY 89-90	2,954
FY 90-91	3,049

The South Carolina Department of Youth Services Reception and Evaluation Center evaluates approximately 500 juveniles each year for non-attendance of school. This amounts to 25% of all juveniles sent to DYS for evaluations. Each year 80-100 juveniles are committed to the long-term DYS institutions for up to six months on contempt of court school attendance orders. That figure generally represents about 7% of the year's commitments.

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

A single cause for students' choices to commit crimes or break school rules is rarely evident. However, several system problems can contribute:

- ***Weak school instructional methods*** which fail to provide for individual attention.
- ***Poor student performance,*** which leads to alienation.
- ***Inappropriate parental and community expectation, attitudes and support for education.***

THE CURRENT SERVICE DELIVERY SYSTEM

<u>Violence</u>

- **School Incident Reports** are collected from each school district on a quarterly

basis. By law, this information must be summarized and reported to the General Assembly on a yearly basis.

- **The Safe Schools Act of 1990** increased penalties for carrying weapons on school grounds. In addition, the Act made it a separate criminal offense to possess, sell or purchase a controlled substance within one-half mile of a school; provided that a minor may be tried as an adult for certain drug or weapons offenses; required schools to use a model safe schools checklist; and made it unlawful for a person to threaten a teacher or principal or their immediate family.

- **The Scholastic Crimestoppers Program** is currently in use in 16 school districts.

Discipline

Schools address discipline problems through their guidance and social work programs, the suspension and expulsion processes, and attendance supervision (which, in some districts, includes a holistic approach to assessment of family problems and service referrals for those problems). In addition:

- Each school includes an **analysis of its discipline policy** in the annual School Improvement Report.

- The State Department of Education provides **regional in-service meetings for attendance supervisors** to discuss best practice for reducing truancy, improving relationships with community service providers, and raising student attendance rates.

- By regulation, all school districts are required to set **minimum standards for student conduct.**

- **Student Assistance Programs** are available in seven school districts. Those programs take a family-oriented case management approach to the resolution of student behavior problems and represent a promising new initiative.

In addition, the South Carolina Department of Youth Services, in conjunction with school districts and other child-serving agencies and organizations across the state, emphasizes prevention and early intervention programs. Such programs address the at-risk child as well as youth already having truancy problems. Partnerships are being formed to maximize both the range of services available, and the timeliness of service delivery.

A wide and diverse array of services is needed to address the multi-faceted causes of school behavior problems. The programs below are among those offered by the Department of Youth Services (DYS) in an effort to serve truants and other status offenders.

Family

Parent Training

- Parent Renewal Groups
- Active Parenting Groups

Problem-Solving and Behavioral Skills Training

- Anger Control Groups
- Assertiveness Training Groups
- Basic Life Skills

Personal Responsibility and Self-Esteem Building Experiences

- Peer Leadership Training
- Mentors Program
- Homework Centers

Community

Coalition Building and Community Mobilization

- Kids Caucus/Kids Coalition
- Youth 2000 Forums
- Youth Speakouts in local schools
- Vision for Youth Projects
- Cities in Schools Projects

Schools

Law-Related Education

- Law-Related Education Teacher Awareness and Training
- Court Awareness
- Sports in the Law Programs

Problem-Solving and Behavioral Skills Training

- Conflict Management Groups
- Anger Control Groups
- Assertiveness Training
- Basic Life Skills

In FY 91-92, DYS undertook an initiative focusing on those students referred for school attendance violations to the DYS Reception and Evaluation Center (R and E) and to the long-term institutions. **Truancy is a major contributor to overcrowding problems at DYS.**

As part of that initiative, DYS began separating status offenders (truants) from criminal offenders at the R and E Center. Bond monies were used to move a department group home and attach it to an existing group home, enabling the development of a multi-service group home designated exclusively for truants. In addition, to assist with the overcrowding problem, a new community-based unit was developed to treat truants who have been committed to the long-term DYS institutions.

Within the DYS Community Division, a "Seven-Step Plan" was developed to address the truant's needs and apply sequential interventions early in the referral process. Intensive Supervision Officers have been hired and assigned low caseloads (1-10 students). The emphasis is on monitoring and coaching both the truant child, and his or her family, to accept responsibility for their behavior and ensure the attendance of the child at school.

In addition, evaluators have been hired to assess the child's home, school and community. This process will enable identification and examination of the causes of the problem(s), and development of a multi-agency service plan. This approach to problem resolution would serve as an alternative to commitment to the R and E Center.

Other measures to be taken will include prevention and early intervention program services addressing the causes of the problems; electronic monitoring; and specialized therapeutic foster and group home placements.

The Department of Youth Services is forming partnerships with local school districts, social services agencies, and other child-serving organizations in community-wide efforts to address the needs of at-risk youth. The cost of funding effective programs is high. The ultimate cost of not funding them is higher.

RECOMMENDATIONS FOR ACTION

- ***Provide encouragement and incentives for parental involvement*** with their children's education at home and at school. Positive parent attitudes toward learning are key to promoting discipline and high student achievement.

- ***Promote parent responsibility*** where student behavior in school is concerned. Identify such behavior problems early and whenever possible make parents partners in their resolution. Provide assistance to parents who need it, and enact appropriate penalties for parents who refuse to cooperate even when such assistance is offered and available.

- ***Encourage an interagency case management approach*** to the resolution of school discipline and violence problems. School attendance supervisors, social workers, and guidance counselors should be trained to assess students' and families' needs and to access services from other agencies to meet those needs.

- ***Provide appropriate alternatives to out-of-school suspension and expulsion, and to the institutionalization of truant youth.***

- ***Revise school instructional practices and school organization*** to promote student engagement, motivation to learn, and "bonding" with the school.

- Within each school, ***review disciplinary policies, procedures, and practices in terms of the data on attendance, truancy, suspensions, expulsions, and violence*** to identify needed changes.

DELINQUENCY: A COMMUNITY PROBLEM

Delinquency is a very serious problem that undermines families, communities, and society as a whole. According to the Uniform Crime Reports (Federal Bureau of Investigation, 1991), from CY 87 to CY 91 South Carolina's juvenile arrest trends indicated a 97% increase in violent crime. During the same period, total arrests of juveniles in South Carolina increased by 17%.

In both social and monetary terms, South Carolina has found that the cost of juvenile delinquency and predelinquent behavior is extremely high. In South Carolina, the cost to incarcerate a juvenile for one year is calculated to be $32,000. Juvenile delinquency produces costs such as the millions of dollars that taxpayers must pay for vandalism to public schools and public facilities, a reduced quality of life for those who are victims of juvenile crime, the vicious cycle of siblings following the delinquent behavior of their brothers and sisters, and the distress caused within families and the community.

In order to prevent juvenile delinquency, we must enlist the commitment of as many individuals, families, churches, community organizations, businesses, and governmental agencies as possible.

SOUTH CAROLINA'S PERFORMANCE AGAINST THE GOAL

As noted in the following data reports, the total number of arrests for juveniles in South Carolina has risen from CY 87 to CY 91 by 17%. However, the most disturbing statistic is the 97% increase (from the Uniform Crime Report) in arrests of juveniles for violent offenses during the same timeframe.

The FBI report shows that 1.75 million juveniles under the age of 18 were arrested in 1990. In the same year, 30% of all persons arrested were under the age of 21; and the crime index of arrests for serious crimes indicates that 43% of the crimes were committed by individuals under the age of 21 and 28% by individuals under the age of 18.

JUVENILE ARREST TRENDS IN SOUTH CAROLINA
CY 1987 - 1991

OFFENSE	CY 87	CY 88	CY 89	CY 90	CY 91	# CHANGE CY 87-91
Murder	11	6	1	6	24	
Forcible Rape	70	61	60	60	99	
Robbery	92	82	82	106	178	
Aggravated Assault	254	269	322	380	542	
UCR* VIOLENT	**427**	**418**	**475**	**552**	**843**	**+97%**
Arson, Burning	49	26	46	32	45	
Breaking & Entering	1,421	1,528	1,442	1,460	1,418	
Larceny	3,114	3,166	3,282	3,542	3,528	
Motor Vehicle Theft	304	410	456	563	489	
UCR PART I	**5,266**	**5,522**	**5,655**	**6,121**	**6,323**	**+20%**
All Other Offenses	**5,541**	**5,634**	**5,969**	**7,245**	**6,630**	**+14%**
TOTAL ARRESTS	**10,807**	**11,156**	**11,624**	**13,366**	**12,653**	**+17%**

Source: State Law Enforcement Division
* Uniform Crime Report

FACTORS THAT INFLUENCE SOUTH CAROLINA'S PROGRESS TOWARD THE GOAL

The primary causes for juvenile delinquency are:

Family:

- Marital and family conflict, discord, and hostility.
- Engagement of parents or siblings in antisocial behavior.
- Low parental affection, acceptance, caring, support, and trust.
- Lax or ineffective parental control, supervision or monitoring of behavior.

Economic:

- Social and economic deprivation within the home and neighborhood.
- Lack of employability skills and employment opportunities.

Health:

- Alcohol and other drug use and abuse.

School:

- Early antisocial behavior in grades K-3.
- Poor academic performance and failure by mid to late elementary grades.
- Low commitment to education and attachment to school.
- Truancy, suspension, and dropping out.

Community:

- Low neighborhood attachment and community disorganization.
- Low monitoring of behavior by neighbors.
- Lack of an organized community message regarding lawful behavior and avoidance of delinquency.

Individual and Peer:

- Association with delinquent peers in adolescence.
- Alienation from the dominant values of society.

National Culture:

- Exposure to violence and negative behavior in movies and television.
- Lack of positive role models.

THE CURRENT SERVICE DELIVERY SYSTEM

It should be recognized that the risk factors which contribute to a juvenile's delinquent behavior are based in many different systems, but especially in the home, school, and community, thus making a single isolated treatment method ineffective. In order to be effective, programs must address the first and most important influence on the juvenile: the family. In turn, it must be recognized that both the juvenile and his or her family are also members of a larger system of social institutions, in particular the school and the community. All treatment and programming must be aimed at making positive changes in the functioning

of the juvenile in a variety of social institutions. The programs that seem to be the most effective are early childhood interventions. These programs attempt to promote overall social competence throughout the various systems that will have an impact upon a child's life now and into the future.

Both internally and in partnership with other agencies, the South Carolina Department of Youth Services has developed the following prevention and intervention strategies:

Family:

- Parent Training
  - Parent Renewal Classes
  - Active Parenting Classes
- Problem Solving and Behavioral Skills Training
  - Juveniles and the Law Classes
  - Conflict Management Classes
- Personal Responsibility and Self-Esteem Building Experiences
  - Camp Paupi-Win, Jr. (siblings of DYS juveniles)
  - Camp Paupi-Win
  - The Double Dutch Program

Community:

- Coalition Building and Community Mobilization
  - Kids Coalition
  - Youth 2000 Forums
  - Youth Speakouts
- Personal Responsibility and Self-Esteem Building Experiences
  - Junior Counseling Program
  - Peer Leadership Training Program

School:

- Law-Related Education
  - Law-Related Teacher Awareness Training
  - Court Awareness Programs
  - Sports and the Law
  - Law-Related Education Training
- Problem Solving and Behavioral Skills Training
  - Life Skills Programs
  - Anger Control Groups
  - Basic Social Skills
- Alternative Education
  - Cities-in-School Programs
  - Vision for Youth Projects

RECOMMENDATIONS FOR ACTION

Interventions aimed at reducing or preventing the causal factors of delinquency (which include aggressive, acting-out, anti-social behaviors along with drug and alcohol abuse) are showing great promise. However, as noted earlier, any intervention will be successful only if backed by full community commitment to institute the services or programs. No single agency can meet the needs of these youth. Community leaders, parents, government agencies, private non-profit organizations, churches, volunteers, and others must work together to meet the needs of juveniles and their families.

Programs should be based on the social development model. Longitudinal data from one such program indicate that delinquent fifth graders who participated in the program between first and fourth grade participated in significantly fewer delinquent activities than members of the control group.

Over the past ten years, research indicates that those programs based on producing socially competent behavior had the most lasting effect in reducing delinquency.

Thus, programs should be aimed at:

- ***Reduction of impulsive behavior in preschoolers,***

and should include:

- ***Life skills training with preadolescents*** with emphasis on self-esteem and character building programs.

- ***Basic behavioral skills training*** with emphasis on problem solving and decision making.

- ***School-based mental health programs,*** with the emphasis on dealing with addictive behavior through coping skills.

In addition:

- ***Parent-training programs with parent support groups*** should be developed in each community and at each school within a community. Starting at a very early age, strategies must include law-related education, gang and crime prevention within a community, mentoring programs, cross-age tutoring and peer counseling. Such strategies have shown dramatic results in preventing problem and criminal behavior among juveniles.

APPENDIX

Executive Department

State of South Carolina

EXECUTIVE ORDER NO. 92-02

WHEREAS, the President of the United States and the nation's Governors have established six national goals for education; and

WHEREAS, the achievement of those goals by the year 2000 is critical to the economic prosperity both of this nation, and of this state; and

WHEREAS, reaching the goals will require state-level coordination of the efforts and resources of policymakers, educators, human services providers, economic development interests, the business community, and others to target those common aims; and

WHEREAS, there is no existing organization to effect that coordination.

NOW, THEREFORE, by virtue of the powers conferred upon me by the Constitution and laws of this state, I hereby create the South Carolina Education Goals Panel ("Panel"), which is to serve as a body for establishing state goals within the framework of the National Education Goals, and developing state strategies for their achievement. The Governor shall serve as chairman of the Panel, with the State Superintendent of Education serving as vice-chair. The Governor shall appoint the following as members:

the Chairman of the State Development Board;
the Chairman of the Business-Education Partnership Committee;
the Chairman of the Human Services Coordinating Council;
the Chairman of the Senate Education Committee;
the Chairman of the House K-12 Education Subcommittee;
the Commissioner of Higher Education;
the Executive Director of the State Board for Technical and Comprehensive Education; and
the Executive Director of the Health and Human Services Finance Commission.

Primary staff for the Panel shall be housed in the Governor's Office; however, staff of other participating agencies may be called upon to assist the Panel in its deliberations. To assist in the implementation of its charge pursuant to this Order the Panel may create such advisory committees or subcommittees as it deems necessary.

The Panel shall meet at the call of the chairman.

The Panel shall be charged with:

1) Reviewing, monitoring, and reporting on South Carolina's progress toward the National Education Goals;

2) Determining whether there are priorities specific to South Carolina that are unaddressed in the national goals, and establishing state goals that take those additional priorities into account;

3) Reviewing the scope and effectiveness of current education and social service delivery systems in terms of their capacity to help meet the goals;

4) Identifying program and policy changes that will be required to meet the goals; and

5) Developing a coordinated plan of action to effect those changes.

The work of the Panel shall be coordinated with the South Carolina 2000 initiative, which has as its purpose the development of local and regional strategies for meeting the National Education Goals.

The Panel shall be staffed by employees of the Governor's Office and shall be funded by those funds contributed by the Panel member agencies and any other non-state funds contributed to the Panel.

This Executive Order shall take effect upon signature of the Governor and remain in effect until December 31, 1992.

GIVEN UNDER MY HAND AND THE GREAT SEAL OF THE STATE OF SOUTH CAROLINA, THIS 21st DAY OF JANUARY, 1992.

CARROLL A. CAMPBELL, JR.
Governor

ATTEST:

JAMES M. MILES
Secretary of State

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Reaching for Higher Standards:

South Carolina Reports on Progress Toward the National Education Goals

Executive Summary

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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October 1991

Carroll A. Campbell, Jr.
Governor

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EXECUTIVE SUMMARY

Background

Two years ago the President of the United States and the 50 Governors came together for the nation's first Education Summit. Born of an urgent realization that America's future prosperity was at stake, the Summit produced six ambitious goals for the nation's performance in education:

Goal 1: By the year 2000, all children in American will start school ready to learn.

Goal 2: By the year 2000, the high school graduation rate will increase to at least 90 percent.

Goal 3: By the year 2000, American students will leave grades four, eight, and twelve having demonstrated competency over challenging subject matter including English, mathematics, science, history and geography, and every school in America will ensure that all students learn to use their minds well, so that they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.

Goal 4: By the year 2000, U.S. students will be first in the world in mathematics and science achievement.

Goal 5: By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

Goal 6: By the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

To track the nation's progress toward the goals, the Governors and the President established the National Education Goals Panel. The Panel committed to issue a series of annual reports describing the performance of American students in outcome-based terms. Each Governor was also asked to issue his or her own report, describing state-level efforts and progress toward the goals.

Reaching for Higher Standards represents the first report by South Carolina to its citizens on the state's standing in relation to the goals.

What the Goals Mean for South Carolina

No less than the rest of the nation, South Carolina faces a crisis in its ability to supply its industry with a critical resource: the corps of skilled workers needed to keep the state economically competitive in an economy where the most

ordinary transactions cross not only national but international boundaries. In the global marketplace, South Carolina's workers may be in less direct competition with Georgia than with Japan. Unless we can match the high skill and education levels that characterize the workforces of many other industrialized nations, our society is in jeopardy.

The National Education Goals can serve as signposts to help point the way toward a future in which South Carolina's children achieve at the high levels of academic performance that are our best guarantee of a productive citizenry and a prosperous economy.

The data presented in *Reaching for Higher Standards* show clearly that South Carolina has much hard work to do to reach the goals. That comes as no surprise. What is noteworthy about the report is that it gives us, for the first time, a clear look at where we are in education and why, drawing on data not just from the education system but many other sources as well. The kind of comprehensive analysis it presents gives us the tools we need to be able not just to report progress, but to make it happen.

The real message of *Reaching for Higher Standards* is a positive one: that we can establish meaningful targets for achievement; that we believe our efforts will make a difference; and that we have the will to try.

What the Report Tells Us

South Carolina has long been considered a national leader in education reform, from the passage of the Education Finance Act in 1977, through more recent reforms such as the Education Improvement Act and the Target 2000 Act. Those statutes and the programs they enacted have had remarkable success both in improving the quality of the education offered to our students, and in improving student performance. In recent years, however, the forward momentum of those earlier reforms has tended to slow and stall.

Reaching for Higher Standards suggests several possible reasons for this leveling-off in student achievement gains:

- South Carolina's earlier reforms were largely directed at bringing children up to minimum standards, and they have been successful in doing so. But the next step -- taking our students to higher levels of achievement -- will require a different approach.

- Much of South Carolina's student population is disadvantaged, in both economic and social terms. Children who are hungry or abused, or who have never seen a doctor, make poor students. The prevalence of such problems makes it increasingly important to coordinate the services offered by schools with those offered by other agencies.

- At the same time, *Reaching for Higher Standards* makes it clear that many of the problems facing our students are the result of a serious deterioration

in the quality of family life. In South Carolina today, one-quarter of all South Carolina families with children are headed by single parents. Teen motherhood is so common that by the time they are 20, one-fifth of all the women in South Carolina have given birth to one or more children. Births to unmarried mothers have risen steadily and now represent about one-fifth of all births.

The bottom line of all these trends is that South Carolina's children are increasingly growing up in families that are ill-equipped to give them the kind of sustained adult attention they need to succeed in school and in later life. Almost 60 percent of all mothers of children under six are working, and so are a great many of the other relatives who in earlier times would have been available to provide family support.

Unless South Carolina's citizens -- as individuals and as families -- assume greater responsibility for the choices they make that affect their children, progress toward our goals will be slow.

The Outlook for the Future

In our efforts to reach the goals, we can -- and should -- be optimistic. Though it is clear that we have a long way to go, it is also clear that we already have in place many of the programs and policies that can help us reach our destination. South Carolina can be encouraged by ongoing efforts and outcomes such as the following:

- Though its student performance overall tends to hover at or below national averages, South Carolina's education system has contributed at least its share of extraordinary achievements and achievers. The state regularly produces national and international finalists in such prestigious competitions as the Knowledge Master Open and the Odyssey of the Mind. The successes of its Advanced Placement program, in which students are taught and tested on challenging high-level coursework, have drawn national attention. Specialized instructional programs such as the Governor's School for Science and Math are helping to keep South Carolina's best and brightest students in-state.

- Under the direction of its new State Superintendent of Education, South Carolina is embarking on a massive restructuring of its educational system, using the National Education Goals as a framework from which to build new curricula, new assessments, new teaching methods, and new systems of accountability.

- Parent education levels, which have an important impact on children's success in school, are rising.

- Children's readiness for school, as assessed on the readiness test administered in first grade, has gone up dramatically (especially for black students) since the first use of the test in 1979.

- New data presented in *Reaching for Higher Standards* show that many students who drop out of school go on later to complete high school or equivalency degrees. When those students are taken into account, the rate for adults not holding high school degrees or GED's declines from 31% to 18%.

- College enrollment is on the upswing in South Carolina.

- Programs such as the Special Schools offered through the State Board for Technical and Comprehensive Education, and the Governor's Initiative for Work Force Excellence, have played important roles in increasing access to workforce training.

On the human services side, the state can also point to significant accomplishments:

- The state's infant mortality rate has dropped dramatically.

- Medicaid coverage for pregnant women has been greatly expanded. The number of women and infants served more than doubled between January 1990 and June 1991.

- South Carolina's reported incidence of student alcohol and drug use is significantly below national trends.

- South Carolina is in the process of redirecting its health and human services dollars to target seven high-priority areas, four of which address issues directly related to the achievement of the National Education Goals: child care/child development, at-risk youth/teen pregnancy, school-based health initiatives, and the problems of emotionally disturbed children.

Based on the progress it has already made, South Carolina has every reason to believe that its contributions toward meeting the National Education Goals will be real and substantial. But the news is not all good. Findings that indicate areas in need of further attention are presented below.

Goal 1:

- Although it is true that the level of assessed readiness for students is substantially higher now than it was a decade ago, over a quarter of South Carolina's students still test not ready for school.

- Other indicators of readiness are related to actual student performance in the early grades. The great majority of South Carolina's students meet basic skills standards in grades 1 - 3, but the state's rates of retention, special education referrals, and students overage for grade are relatively high. One-fifth of all black males are held back in the first grade; almost half are overage by grade 3. As measures of student readiness these

indicators are flawed, however; they may be better measures of the ways in which schools react to children than the ways in which children react to school.

- Poverty is still widespread among South Carolina children under 6.
- Though parent education levels have increased, almost one-quarter of all mothers of newborns have less than 12 years of education.
- The state's infant mortality rate, though improved, remains nearly twice the rate of other industrialized nations, including Japan, Finland, and Switzerland.
- Four of every ten pregnant women do not get prenatal care until at least the fourth month of pregnancy. Almost 60% of minority women in the state report less than adequate prenatal care.
- Over one-fifth of children in South Carolina have no public or private health insurance.
- In a 1989 survey of kindergarten students in selected South Carolina school districts, over one-third had not had a medical check-up in the previous year, and slightly less than a third had never been to a dentist.
- In 1990, only a little over half of all children at two years of age had received the immunizations necessary to protect them from avoidable disease.
- South Carolina's pre-school programs are serving slightly less than half of the children 3 and 4 years old whose family incomes are less than 75% of the state's median income.

Goal 2:

- The survival rate for South Carolina's students (which compares eighth grade enrollment with the number of graduates five years later) is just short of 70%. Black males have the lowest survival rate.
- More students drop out in ninth grade than any other.

Goal 3:

- South Carolina students take the Stanford-8 in grade 4. On 7 out of the 9 areas tested, less than half of the state's students score above the national average. White students tend to score higher than black students; economically advantaged students outperform those on free and reduced-price lunch.

- The Basic Skills Assessment Program is used to test students at grade 8. Over three-quarters of South Carolina students meet the BSAP standard in reading, math and writing at that grade level; but over half score below standard on science.

- South Carolina does not test students in grade 12 except for those who have not yet passed the exit exam. Seventy percent of first-time test takers meet standard on all three parts of the exit exam, and eventually over 90% meet standard. But by that time many students have dropped out.

- South Carolina students appear to do well on relatively simple skills, but much less well on critical thinking and problem-solving skills.

- Voter turnout is the only indicator currently available to measure citizenship. On that indicator, South Carolina ranks 50th in the nation.

- Advanced foreign language study is not available in almost 70% of South Carolina schools. Only 1% of elementary schools offer foreign languages, and only 10% of our students who start a foreign language continue to the advanced level.

Goal 4:

- South Carolina students consistently score below the national average on SAT math, though the gap is narrowing. Black students score substantially below white students but are gaining at a faster rate than white students.

- On both the Stanford-8 math test and the Stanford-8 science test, our students tend to score at the national average.

- Fewer than 50% of math teachers and 60% of science teachers have college majors in those fields. The lack of qualified teachers may be a significant factor in student math and science performance.

Goal 5:

- Approximately one-quarter of South Carolina's population of prime working age (20 - 50) has less than four years of high school.

- South Carolina lacks good measures of literacy. But none of the measures currently available indicates an average literacy level above the seventh to eighth grade range.

- A little over one-quarter of South Carolina residents 18-20 years of age are enrolled in public institutions of higher education; another 8% are enrolled in private colleges. Fall 1990 enrollment is approximately 80% white, 18% black.

Goal 6:

- Most alcohol and drug use in South Carolina takes place outside schools (most frequently in homes).
- Alcohol is used significantly more widely by students than other illegal substances.
- Risky behavior associated with alcohol and drug use is widespread among South Carolina students. Among high school seniors, about one-quarter report having driven after drinking in the past 12 months; 10% report having driven after using drugs in that time period.
- In a survey of South Carolina high school students, 40% of the male students surveyed and 12% of the female students reported carrying a weapon for self-protection within the previous 30 days.
- Over one-half of South Carolina school administrators believe middle schools and high schools are becoming unsafe.